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ABSTRACT

An attempt has been made to provide a detailed compilation of historical data related to the Iowa State Plan written for the Elementary and Secondary Education Act of 1965. The Iowa Plan was unique and controversial in that it established a system of sixteen regional media centers which received all federal monies for library materials. The 99 county school systems were asked to provide all monies for physical facilities and professional and clerical personnel. (Author/RH)

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REGIONAL EDUCATIONAL MEDIA CENTERS IN IOWA PARTIALLY DEVELOPED WITH ESEA, TITLE II FUNDS: 1965-1972

Beverly Hinders Trost

Submitted to Professor Kittilson
as a 9 credit starred paper
in partial fulfillment of the
requirement for
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and
the Degree of
Master of Arts in Library Science

June, 1972

UNIVERSITY OF MINNESOTA

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ABSTRACT

This study is a compilation of detailed historical data related to the Iowa State Plan written for the Elementary and Secondary Education Act of 1965. The Iowa Plan was unique and controversial in that it established a system of sixteen regional media centers which received all federal monies for library materials. The ninety-nine county school systems were asked to provide all monies for physical facilities and professional and clerical personnel.

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PREFACE

The Iowa plan for ESEA Title II was written during the 1965-66 school year. The Area VII Print Selection Committee chose the first year's purchases in April 1966. While working as the high school librarian at Hudson, Iowa, I served on the committee from its inception until I joined the CENTER's staff in June, 1968. Since that time I have served as Librarian and Director of ESEA Title II.

The people working in the Iowa program are interesting and out-spoken professional educators. It seemed only natural when searching for a research topic that I should choose to learn more about something I already understood in part. This paper is an attempt to gather as much pertinent information concerning the pragram as possible in one location. It resembles a scrapbook in many ways.

It is impossible to acknowledge the help of everyone who has provided information for the paper since almost all personnel in the program have done so at some time. However, I would be remiss not to express my gratitude to Paul Spurlock and Betty Jo Buckingham for the continuous stream of information they have provided. I am also indebted to my typist, Janice Heth, for her help in transforming an almost illegible scrawl into an acceptable finished product. My husband, Gail, and my two sons, Tim and Mike, have watched the spasmodic progress of the paper over a two-year period and the sacrifices and inconveniences to them can never be repaid. Finally, I am thankful for the advice and support of my research paper advisor Dr. Bruce J. Kittilson.

Beverly Hinders Trost

Waterloo, Iowa
June 12, 1972

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PART I

NECESSARY BACKGROUND MATERIAL FOR THE STUDY OF IOWA'S REGIONAL EDUCATIONAL MEDIA CENTERS

While a study of Iowa's system of regional educational media centers would be possible without reference to any outside governmental agency, it would not be advisable. A person without knowledge of Iowa's legal educational systems would soon be lost in a collection of half-understood references.

To follow clearly the establishment, history, present condition, and future of the Regional Educational Media Centers (REMCs) in Iowa, it is necessary to study two distinct levels of educational government in the State. They are the Department of Public Instruction (DPI) and the county school system.

The Department of Public Instruction (DPI) is significant to the Regional Educational Media Centers (REMCs) for the following reasons:

1. Assigned personnel within DPI wrote the original state plan and DPI is the legal agency that has received all Elementary and Secondary Education Act of 1965 - Title II (ESEA - Title II) funds.
2. Authority over the program is maintained by DPI's continued control of the state guidelines and the appropriation formula.
3. Legal ownership of all ESEA - Title II materials purchased by the sixteen regional educational media centers is held by DPI.

4. Direction and leadership for media center personnel has been provided by DPI through a continuing series of state-wide meetings conducted by the DPI personnel assigned to the program.
5. Through issued policy statements supporting the REMCs as the heart of their proposed regional educational service agencies (RESAs), DPI has given the centers positive support.

The county school system in Iowa has been important to the regional educational media centers in as much as:

1. Sixteen county school boards agreed to serve as legal sub-agents for DPI under the ESEA - Title II plan. As such, they are legally accountable in the areas of fiscal management and inventory. In addition, they bear much responsibility in the areas of personnel, innovative programs, and service policies.
2. All county school systems in Iowa contribute differing amounts of monies for the operation of the sixteen centers. Under local option, some of the counties contribute funds for the purchase of additional materials for the center collections.
3. All county school systems have an influence on the sixteen center programs, because it is usual procedure for the county superintendent and/or a county board member to serve on the advisory councils of the centers.

We will examine the histories of these two legal agencies separately for the period of 1841 to 1960. After 1960, the two agencies' histories are best studied in unison.

Department of Public Instruction

1841-1960

The Territorial Law of 1841 established the Office of State Superintendent of Public Instruction. The duties of the office consisted of administering the permanent school fund and selling the public land. On February 17, 1842, the office was abolished by the legislature.

The office was reestablished under the State Constitution of 1846. The first General Assembly provided for the election of the State Superintendent.

The major duties of the new office were administering the permanent school fund, general supervision of the schools and interpreting the school laws.[1]

In 1857, the newly organized Republican Party had gathered enough strength to call a constitutional convention. This resulted in the Constitution of 1857, which is the basic law of Iowa today.

It created an eleven-man Board of Education presided over by the Lieutenant Governor. A secretary was appointed by the Board and he assumed the former duties of the State Superintendent. The framers of the Constitution gave full power and authority to the Board to legislate in the area of education. This created a division between the General

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[1] Richard N. Smith, Development of the Iowa Department of Public Instruction 1900-1965 (Des Moines: State of Iowa, Department of Public Instruction, 1969), pp. 2-3. (Hereinafter referred to occasionally as Department of Public Instruction.)

Assembly and the Board. Under the Constitution, the General Assembly could abolish the Board after 1863 and on March 9, 1864, it did so.[1]

While still in existence, the Board created the State Board of Examiners. The Examiners had authority to issue life certificates acceptable in any school in the state. It could also revoke certificates. Written examinations were given by the Board which consisted of the entire faculty of the University of Iowa. From 1862 to 1873 only seventeen persons presented themselves for examination.

In 1882 the Board of Examiners was reorganized. The Superintendent of Public Instruction served as president of the Board. The four other members were the presidents of the State University of Iowa and the State Normal School and two members appointed by the State Executive Council.

The Board held two public examinations a year and all paper work was handled by the State Superintendent and the clerk in his office. This situation existed until 1907 when the General Assembly allowed the board to employ a full-time secretary.[2]

In 1900, the staff of the office of State Superintendent of Public Instruction consisted of the Superintendent, his deputy, and one secretary. Although the rudiments of duties and powers existed, lack of staff and hundreds of one-room schoolhouses made educational leadership almost impossible.

Of the 24,000 teachers in Iowa only 4,202 held first-grade or state certificates. The remaining teachers had no education beyond eighth grade plus attendance at county normal institutes.[1] School districts in Iowa numbered 3,686 in 1900 and most school buildings were two miles apart.[2]

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[1] Ibid., pp. 3-4.

[2] Ibid., pp. 4-5.

Senate File 178 was passed in 1900. Under this law the Superintendent was given the power to collect, publish, and distribute information concerning the public schools and education in general. He was to promote the cause of education through activities and "make tours of inspection among the common schools and other institutions of learning in the state."[3] This law established inspection as one of the superintendent's duties. The only tool at his disposal was publication of findings. This situation would continue to exist as the office fought for its programs.[4]

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[1] George S. May, "Iowa's Consolidated Schools," The Palimpsest, Vol. 37, No. 1 (January 1956), p. 8, cited by Smith, Department of Public Instruction, p. 6.

[2] Elwood P. Cubberly and Edward C. Elliott, State and County School Administration (New York: The MacMillan Co., 1915), p. 24, cited by Smith, Department of Public Instruction, p. 6.

[3] Laws of the 28th General Assembly, 1900, Chapter 94, cited by Smith, Department of Public Instruction, p. 10.

[4] Smith, Department of Public Instruction, p. 10.

The State Department of Public Instruction
Faces Three Problems

In tracing the history of the agency from 1900 to 1960, it would seem wisest to dwell on the three most important problems faced by the State Superintendent's Office. The problems were equalizing the quality of education available to each child in the state, consolidation or reorganization of school districts into larger more efficient units, and exerting educational leadership as the profession moved from the relatively simple to the more complex.

Providing Equality of Educational Opportunity

In 1901, Richard C. Barrett, State Superintendent of Public Instruction wrote:

> Small schools are to be deplored. It is doubtful if they give value received for 50 percent of the money expended to maintain them. We often discuss many interesting questions, but none that are more important than how we may give equal school privileges to all children.[1]

The attempt to equalize school privileges for Iowa school children is still one of DPI's major goals today.

Dr. Richard N. Smith comments on the development of school financing in Iowa.

> The evolution of a state school support program in Iowa followed the same pattern as that for the nation. However, Iowa

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[1] Iowa. Iowa School Report (1900-1901), p. 23, cited by Smith, Department of Public Instruction, p. 11.

> was usually behind in the development of its program when compared to other states. It appeared to be necessary for a trend to be well established nationally before Iowa adopted a similar program. The development of state participation in the financing of the public schools in Iowa may be stated in terms of three periods:
>
> 1900-1922: Efforts to obtain and maintain state-distributed funds which would encourage selected programs.
>
> 1922-1936: Preparation and study for the implementation of a state support program based upon the foundation program principle of equalization.
>
> 1936-1965: Repeated attempts to obtain state funds distributed on a basis which would equalize educational opportunity and the taxes necessary to provide such a program. . . . As might be expected, the Department's efforts were somewhat in advance of the actual initiation of a state finance program in the state. In most cases it took several years to obtain a recommended finance program.[1]

In 1906, school support was derived:

92.5 percent from local school district property tax
5.2 percent from a county-wide tax
2.3 percent through interest from the permanent school fund[2]

Down through the years, Iowa school districts have been forced to rely heavily on the local property tax for support. As recently as 1941, Miss Jessie M. Parker, State Superintendent of Public Instruction, testifying before the House Committee on Schools and Textbooks stated:

> Education is the business of the state. We believe it is the chief business. Every thinking person will argue that something must be done to equalize educational opportunity and provide for an equalization of the tax burden.
>
> In the list of states, Iowa ties with Kansas for 48th place in the amount of state support for schools. Ninety-nine percent of the support of schools comes from local property tax.
>
> In one hundred years of tax reform from 1839 up to 1939 Iowa has created 12 major sources of tax revenue, raising millions of dollars that have all been allocated to other functions of government, but in all that time there has been no direct allocation to schools. Schools must still depend upon local property tax. As long as that system continues, there will exist gross inequalities in educational opportunity

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[1] Smith, Department of Public Instruction, p. 67.

[2] Iowa. Iowa School Report (1906), p. 16, cited by Smith, Department of Public Instruction, p. 68.

> and tax burdens. One by one most of the states in the union have revised their systems of school support and equalized the opportunity for education so that every child, no matter where he may have been born--by pure chance, through no choice of his own--has an equal opportunity. All we are asking is a square deal for the children and the taxpayers of Iowa.[1]

The Iowa School Code Commission of 1944 succeeded in persuading the 51st General Assembly to enact into law thirteen of their recommendations. Included were laws dealing with school reorganization, payment for excess costs in educating handicapped children, state transportation aid payment and supplementary aid to equalize educational opportunity.[2] This "equalization aid" became an arrested effort, however, when the next session of the General Assembly provided "general aid." General aid was provided for all districts regardless of wealth and it was this program that continued to grow at the expense of equalization aid.

In June of 1949, Miss Parker appointed the Iowa Committee on Educational Finance. This committee finished its work in 1950 and recommended the adoption of a foundation plan which would guarantee a certain amount for each classroom. This would replace all state aid with the exception of the categorical aids paid in the areas of transportation and handicapped children.[3]

No action was taken on the proposal, but considerable interest had been shown. A second committee was formed called the Iowa Research

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[1] Remarks made by Jessie M. Parker, Superintendent of Public Instruction, to House Committee on Schools and Textbooks, (Des Moines, February 1942), p. 3. (Mimeographed.) Cited by Smith, Department of Public Instruction, p. 73.

[2] Iowa. Laws of the 51st General Assembly, 1945, Chapters 128, 131, 133 and 134, cited by Smith, Department of Public Instruction, p. 75.

[3] Committee on Educational Finance, The Financial Equalization of Educational Opportunity in Iowa (Des Moines: State of Iowa, Department of Public Instruction, October 1950), cited by Smith, Department of Public Instruction, p. 75.

Committee on School Finance. It was chaired by Paul F. Johnston who would later serve as State Superintendent of Public Instruction from 1961 to 1972.

The second committee reported its recommendations in 1952 with a proposal called the Minimum Foundation Program. It called for a county equalization fund, a uniform mill levy, and a weighted pupil factor. The plan was to be financed with $42,000,000 of local revenue and $57,000,000 of state funds.[1]

Three groups represented on the committee issued minority reports. They were the Bureau of Economic Research at the University of Iowa, the Iowa Farm Bureau Federation, and the Iowa Manufacturers Association. The latter two have held considerable political power in Iowa for many years.

The Bureau of Economic Research disagreed on the sources of revenue and the use of assessed evaluations. The Farm Bureau and Manufacturers Association representatives disagreed with the uniform 10 mills applied to equalized valuation and the method by which these valuations would be determined. They also did not agree that the plan would shift the burden of cost or result in decreasing local tax burdens. The Minimum Foundation Program failed.[2]

With the appointment of J. C. Wright as State Superintendent in 1955, the effort to provide equalization aid as well as an equalized tax burden was very closely tied to the reorganization of local school districts.

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[1] Iowa Research Committee on School Finance, Minimum Foundation Program for Public School Education (Des Moines: State of Iowa, Department of Public Instruction, 1952) (Mimeographed.), cited by Smith, Department of Public Instruction, p. 76.

[2] Smith, Department of Public Instruction, p. 76.

The new aid program recommended by Mr. Wright asked the legislature for $11,000,000 annually. To qualify for aid, a district had to have a resident average daily attendance of 500 pupils, maintain a 12-grade school system and have levied 17 mills in the general fund the preceding year. After much opposition by the Iowa Farm Bureau Federation the plan was defeated.[1]

With the problem of school financing still unsolved, the Department published two reports in August of 1960. They were entitled "State Aid Funds for Improvement of Public Education in Iowa" and "Use of State Funds to Improve Public Education in Iowa" and were designed to graphically illustrate the problems involved. The latter publication was presented to the legislators in 1961.[2]

In January of 1961, the new State Superintendent, Mr. Paul F. Johnston, inherited the unsolved problem.

Reorganization of Local School Districts

From the tenure of Superintendent Henry Sabin (1888-1892) to the present, DPI has encouraged consolidation or reorganization of small, inefficient school districts. This policy has caused the Department loss of funds, deprivation of power and opposition to many other department programs of a non-controversial nature.

Dr. Richard N. Smith credits the two distinct periods of school reorganization to two different factors. He believes the period of consolidation from 1913 to 1922 was chiefly influenced by the desire to save money and receive more efficient service from monies expended. The reorganization move of the 1950's he credits to the enactment of new laws and the leadership of the State Board of Public Instruction and the State Superintendent and his staff.[1]

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[1] Ibid.

[2] Ibid., p. 77.

Many of the arguments used in the early 1900's against consolidation were also used to oppose reorganization in the 1950's. The State Superintendent's report lists the arguments against consolidation in the 1901 yearly report. They are given in Appendix I.

In 1913 special state aid incentive was made available for consolidated schools. This encouraged the growth of the trend until the early 1920's when drastically declining farm prices brought an end to the movement which meant building new centralized attendance centers. The spread of the more general depression of the 1930's and the Second World War assumed priority in public concern and significant attention was not given to the problem again until after 1945. For a graphic display of this early consolidation movement see Appendix II.[2]

A reorganization law was passed by the General Assembly in 1945. Due to increased school costs and a declining rural population, rural patrons were allowed to close their one- or two-room schools and send the children to town schools on a tuition basis. The school districts who chose to do this continued to exist as a governmental unit with a separate tax base. The law was designed as a companion bill to one that reorganized the county school systems. The latter bill was not passed until 1947.

In 1947 the reorganization law of 1945 was strengthened. The state superintendent was required to submit reorganization plans to the county superintendents. One full-time department employee was assigned to school district reorganization in 1948.[1]

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[1] Ibid., p. 106.

[2] Ibid., pp. 105-108.

The reorganization law was again strengthened in 1953, but the most significant event was the enactment of a law that provided for a state board of public instruction and an appointed superintendent. Mr. J. C. Wright assumed the new appointive office in January 1955. He viewed school reorganization as the most pressing educational problem in Iowa and immediately launched a campaign to rectify the situation.[2]

Mr. Wright personally toured the state speaking to hundreds of citizens groups encouraging reorganization. This was a very controversial procedure. At a heated meeting, one irate citizen actually struck Mr. John G. Shultz, the DPI reorganization consultant. An Iowa congressman, Otha D. Wearin, writing to the editors of the Des Moines Register, called for a full legislative investigation of the DPI campaign.[3]

The State Board of Public Instruction recommended to the 57th General Assembly that all the areas of the state be included in a high school district by July 1, 1962. In 1957 many small districts in Iowa did not maintain high schools, even if they maintained schools K-8. High school age students were sent to school in a high school district with the students' local district paying tuition. This recommendation led to the development of formal opposition with the forming of the Iowa Small Schools Organization on April 6, 1957.[4]

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[1] Ibid., pp. 110-111.

[2] Ibid., pp. 111-112.

[3] Des Moines Sunday Register, April 8, 1956, p. 13-G, cited by Smith, Department of Public Instruction, p. 112.

[4] Des Moines Sunday Register, April 7, 1957, p. 4-L, cited by Smith, Department of Public Instruction, p. 112.

The Department began to emphasize self-evaluation by local school districts. In 1957 it issued two publications--Bulletin No. 100, "How Good is Your Local School System?" and Circular No. 100a, "Tentative Standards for the Approval of School Districts." The tentative standards were thoroughly discussed and changed by school administrators and DPI personnel at a three-day conference held at the State University of Iowa during the summer of 1958. The standards were designed to move progressively from the minimal to the desired.

The Des Moines Register quotes Mr. Wright as saying, "By setting our standards a little higher all the time, we'll encourage districts to give their kids a break by either sending them as tuition pupils to a better district or by entering into a reorganization themselves."[1] He also listed the reasons for which he believed people opposed reorganization. They were town pride, fear of teachers losing their jobs, fear of higher taxes and the desire to maintain local basketball teams.[2]

In February 1959, twenty members of the Iowa House of Representatives introduced a bill to return the position of State Superintendent of Public Instruction to an elective post. After much debate in April, the movement was defeated.[3]

Mr. Wright used the leverage of removing inadequate districts from the approved list of schools. This meant that if the district failed to reach the standards within one year's time, it would no longer be entitled to state aid. This created extremely serious situations for the districts involved and in many cases forced reorganization. The increased use of this device is outlined in Appendix III.[1]

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[1] Des Moines Register, April 7, 1958, p. 1, cited by Smith, Department of Public Instruction, p. 113.

[2] Des Moines Tribune, February 18, 1959, p. 1, cited by Smith, Department of Public Instruction, p. 113.

[3] Smith, Department of Public Instruction, p. 113.

Late in 1960, Mr. Wright left the Department accepting a position in Washington. He was succeeded by Mr. Paul F. Johnston.

Exerting Educational Leadership

Although it is reasonable to assume that all State Superintendents have been interested in providing educational leadership for the profession in Iowa, it is also reasonable to assume that the office's influence was weak until transportation, modern communication methods and increased staff were available to it.

Relations with the Iowa State Education Association

On May 10, 1854, the Iowa State Teachers Association (ISTA) was formed. This was the fore-runner of the present Iowa State Education Association (ISEA). Until recent years the leadership of the Iowa State Teachers Association was dominated by school administrators. The State Superintendency has always maintained a close working relationship with the professional association. Several State Superintendents served as its president. The ISTA hired an executive secretary in 1917 and his first office was a desk in the State Department. With a few notable exceptions, the ISTA/ISEA has supported the policies of the state office.[2]

Teacher Certification

The State Superintendency has always maintained an interest in teacher certification, although it is only in relatively recent times it has held much power in this area. During the nineteenth century, state certificates were more difficult to acquire than county certificates and teachers were allowed to teach with county certification. This naturally led to few state certificate holders. Most "normal training" of that period occurred at county level normal institutes.[1]

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[1] Ibid., p. 117.

[2] Ibid., pp. 132-138.

In 1911 the General Assembly enacted a law allowing the state office to approve normal courses of study to prepare rural school teachers as well as the schools that offered them. One inspector was hired to carry out this program.[2]

From 1861 to 1953 certain types of certification of teachers was carried out by the Board of Educational Examiners. While the chairman of the board was the State Superintendent, the Board itself was not a part of DPI.

In 1953 DPI assumed direct responsibility for teacher certification. Under the superintendency of J. C. Wright, a committee headed by Dr. Wayland W. Osborn reduced the number of available types of certificates from over 100 to five.

Standards for certification were raised. In particular, prospective elementary teachers were strongly urged to finish a four-year degree. Emergency certification programs were more closely watched. The certification of non-public school teachers who taught compulsory school age children was required by law in 1953. Certification records were converted to data processing which allowed more efficient handling of requests.

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[1] Ibid., pp. 4-5.

[2] Ibid., p. 11.

While gaining more direct control of certification increased the influence of DPI, the Department has found this area to have many ramifications in the area of public relations.[1]

Curriculum Development

In the past, when instructional materials and programs were less available than presently, the State Superintendent's office exerted influence on the quality of instruction by publishing courses of study and curriculum guides. An elementary school course of study was published in 1913 and revised in 1927. During the 1930's a series of twenty bulletins covering various secondary school subjects were published. All the above mentioned series of materials were produced by committees of school people under the direction of the Department. The DPI did not have the staff to produce such works alone.

At that time the Department was also forced by lack of funds to employ generalists rather than specialists. For many years the regional consultants, officers assigned regulatory and liaison functions for the DPI in specific geographic regions, were also assigned the task of keeping abreast in one or more specialized curricular areas.[2]

The rapid growth of federal programs in the late 1950's caused the Department to hire a new type of staff member. Programs in guidance and counseling and the sciences demanded specialists. At the same time Department salaries were falling below those available in the remaining school structure. This forced the Department to accept the bright young graduate student looking for experience while on his way up professionally.

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[1] Ibid., pp. 4-5, 9, 21, 102-104.

[2] Ibid., pp. 52, 83, 100-102.

Employment often involved released time for graduate work which in turn threw more work on the remaining staff.

Under these conditions the Department began to hire subject specialists. Another factor contributing to this was the acknowledgement that although general consultants worked best with schools in the area of proposed reorganization, subject matter specialists were necessary to realize significant improvement of instruction.

As recently as 1963, Dr. Richard N. Smith comments: "Although a few specialists such as an audiovisual consultant had been added to the staff, the general regional consultants were still relied upon to provide the leadership in the instructional field."[1]

Uniformity and the Establishment of Standards

The DPI has had the greatest impact for uniformity in the area of school finance and attendance reporting. In 1931 the General Assembly ordered the establishment of a uniform cost accounting and financial record system for all public schools. This was made necessary by the depressed economy and the need for comparable figures for use in educational research.[2]

Standards for various schools were established through the years. In the beginning they usually involved reward-for-effort projects. In 1913 standards for consolidated schools were established. Inspectors were hired under this program and the reward to those meeting the standards was state financial aid.

As the years passed, the Department gained the right to pass judgment on and reward with state funds the following schools or school programs:

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[1] Ibid., pp. 52-58, 84-87.

[2] Ibid., p. 18.

one-room standardized schools - 1919
mining camp schools - 1919
public junior colleges - 1927
school transportation - 1945
special education - 1955
supplemental or equalization aid - 1945
general aid - 1947[1]

The most far-reaching attempt to establish standards was the program initiated under Mr. J. C. Wright in 1958. This program is more fully discussed under the sub-topic "Reorganization of Local School Districts."

The Department's Changing Role and Growth of Legal Authority

At the turn of the century, the State Superintendent was elected in the statewide partisan political elections. His staff consisted of one deputy and one secretary. His salary was $2,200. The same amount was received by the Secretary of State, the State Auditor and the State Treasurer. The Attorney General received $4,000.[2]

The Better Iowa Schools Commission was an appointed commission of 22 members, eleven professionals and eleven laymen. Working over 1911-1912 and presenting their recommendations to the General Assembly, they had the honor of seeing all their major recommendations passed into law. One of the bills enacted, the Savage bill, abolished the elective position of State Superintendent and reorganized the agency by creating the Department of Public Instruction. The State Superintendent of Public Instruction who would head the reorganized agency was to be appointed by the Governor with the consent of two-thirds of the Senate. The Savage bill passed the

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[1] Smith, Department of Public Instruction, pp. 66-94.

[2] *Ibid.*, pp. 81-82, 88.

Senate 38 to one with eleven absent or not voting and passed the House 60 to 31 with seventeen absent or not voting.[1]

Under the bill the superintendent's salary was set at $4,000, the deputy's at $2,500 and three school inspector positions at $2,000. Positions within the Department were written into various laws. This procedure greatly hampered the State Superintendent in organizing and utilizing his staff in light of changing departmental goals. He was also often faced with the need for additional departmental activities such as the supervising of public junior colleges. If the legislature failed to create new positions in the Department, new responsibilities were assigned to existing personnel.[2]

The passage of the federal Smith-Hughes Vocational Act led to the founding of the State Board for Vocational Education in 1917. The State Superintendent became permanent chairman of the Board but the Board was not an official part of the Department of Public Instruction until 1953.

It is interesting to note the rather substantial margins by which the Savage bill passed both houses. In an attempt to prevent an unpopular governor from appointing a successor to a retiring superintendent, the legislature returned the position to the popular electorate in 1918. Fortunately, the remaining organization of the department was ignored.[3]

With the enactment of state aid for standardized schools in 1919, the department's legal authority grew. The State Superintendent was assigned the duty to "prescribe and promulgate the requirements he shall deem necessary" for the standard schools.[4] The legislature asked the

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[1] Ibid., pp. 12-13. [2] Ibid., p. 17. [3] Ibid., p. 13.

[4] Laws of the 38th General Assembly, 1919, Chapter 373, cited by Smith, Department of Public Instruction, p. 14.

Department to develop standards in the areas of teaching, general equipment, heating and ventilation, lighting, seating, water supply, library, care of grounds, safety against fire and others.

The power to set standards for various schools and programs increased through the years. The Department found it necessary to be realistic concerning goals while exerting professional leadership.

The mining camp schools were of major concern to the department. The problem was the location of the schools in areas of low property value. In 1919, the General Assembly voted aid for the mining camp schools. Unlike aid for standardized or consolidated schools, this aid was in reality an attempt to equalize educational conditions in extremely poor districts. The Department was given wide discretion in dispensing the aid. Although coal mining has not been a major activity in Iowa for many years, this categorical aid was not discontinued until 1964. Mining camp aid was important in the Department's history, since it established the principle of state aid to extremely poor districts.[1]

In 1927 the Department was instructed by the General Assembly to establish standards and inspect all public junior colleges. No additional staff positions were created.[2]

A director of research was authorized for the department in 1931. In the same year, the General Assembly directed the Department to establish and enforce a uniform finance and attendance accounting procedure.[3]

In 1937, the General Assembly designated the State Superintendent as the chief educational authority of the state. As such, he was to adopt rules and regulations involving the receipt and use of federal educational funds.[1]

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[1] Smith, Department of Public Instruction, pp. 15-16.

[2] *Ibid.*, p. 18.

[3] *Ibid.*

Under the leadership of Miss Jessie M. Parker, elected State Superintendent from 1939 to 1955, a commission created for the purpose of revising the state's school laws met and issued a series of proposed bills for consideration by the 1945 General Assembly. Several bills were passed into law. One provided state transportation funds for children and created a transportation division in the Department for administration. The Division of Special Education was also created at this time. Other recommendations that became law dealt with county school administration, school district reorganization, teacher qualifications and contracts, school finance and the closing of schools.

Several recommendations were not accepted. One was that the State Board of Vocational Education be disbanded and its duties assigned to the Department. Another recommended the establishment of a seven-man State Board of Public Instruction which would appoint the State Superintendent.[2]

From 1917 on, the profession had worked to remove the State Superintendent's Office from partisan elections. Members were supported by other groups including two government reorganization commissions.

The 1945 General Assembly also passed an appropriations bill for state aid for transportation costs. This was done to remove one of the obstacles to school reorganization. It also provided "supplementary aid" to the schools. This resulted in the establishment of the Administration and Finance Division in the Department. Financial and attendance reports grew in importance.

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[1] Ibid. [2] Ibid., pp. 19-20.

In 1947, supplementary aid was over-shadowed by the passage of general aid. A partial text of the appropriation act shows the climate of the times.

> Whereas, as a result of World War II and the unbalanced economic conditions arising therefrom, an inflation has occurred throughout the United States, and the State of Iowa, and
>
> Whereas, the cost of education for the local public school districts of the State of Iowa has been increased together with the cost of city, county, and state government because of such inflation, and
>
> Whereas, the present inflation seems now to be at or near its peak, and a recession is generally accepted as the resulting consequence of such inflation, and
>
> Whereas, an emergency is now declared to exist and it seems proper to grant emergency aid to the public schools of Iowa.[1]

On April 23, 1953 the State Board of Public Instruction and the State Superintendent of Public Instruction received extensive and broad powers from the General Assembly. The State Board of Vocational Education and the State Board of Educational Examiners were dissolved and their duties assigned to DPI.[2]

The new State Board of Public Instruction met on January 2, 1954. Under the law, Miss Parker finished out her elected term of office. On June 4, 1954, J. C. Wright was chosen as the first appointed superintendent. He assumed office January 1, 1955.

The Office of the State Personnel Director attempted to assert authority over the newly enlarged agency. This would have opened the Department to political appointments and greatly reduced its independence. Fortunately, the new Board received an Attorney General's opinion that DPI did not come under the authority of the State Personnel Director.[3]

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[1] Laws of the 52nd General Assembly, 1947, Chapter 1, cited by Smith, Department of Public Instruction, p. 21.

[2] Ibid., pp. 20-22, 52, 111-112.

[3] Smith, Department of Public Instruction, p. 22.

Mr. Wright served as State Superintendent from 1955 to 1961. He will be best remembered for his vigorous pursuit of school district reorganization. He also oversaw a substantial increase in the size of the DPI staff in 1959 as a direct result of the passage of the federal National Defense Education Act (NDEA) of 1958. Eleven professionals were added to an existing staff of 51.[1] Mr. Wright left the department for a Washington position at the end of 1960.

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[1] *Ibid.*, p. 23.

The County School System in Iowa

1858-1960

A great distance was felt to exist between the statehouse and the local one-room school. The legislature expected the state agency to enforce the regulations that existed and to provide educational leadership. The local school, while perhaps not welcoming regulation, at least recognized the need for advice and encouragement. Neither regulation nor good council flowed freely between the two levels.

The legislature turned to the county level agency for the solution. The "county approach" was the "regional approach" of the nineteenth century. The county area was considered close enough to the people to be effective and large enough to be efficient. Iowa contains 99 counties.

Dr. Wayne P. Truesdell believes that Horace Mann may have had considerable influence upon the development of the county school system in Iowa.

> . . . In 1856 the Iowa General Assembly created a commission to study Iowa school laws. Horace Mann was the chairman. It is most likely that the report submitted to the Iowa legislature in 1856 was the work of Horace Mann alone. This report became the basis of Iowa's first comprehensive school law, in 1858.[1]

Horace Mann said of the county unit:

> 'In regards to county organizations, your commissioners have centered in one individual, the county superintendent, subject to some slight modifications by the superintendent of public instruction, all the actual power exercised for school purposes over the whole county.' (Iowa Legislative Documents, 1856, p. 196)[2]

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[1] Iowa Association of School Administrators, Fifth Annual Report (Cedar Falls, Iowa: Iowa Association of School Administrators, 1966), pp. 77-79.

[2] Ibid.

The early laws gave the county superintendent three essential functions. They were:

1. Supervision of all teachers in the county in the improvement of instruction;
2. Examination and certification of teachers; and
3. The conducting of institutes for professional training of teachers.

Supervision--The county superintendent was to visit each school no less than twice a year. He was to consult with the teachers regarding methods of instruction, discipline and curriculum. He was also to call an annual meeting of all township school presidents to "discuss curriculum, instruction, discipline, qualifications of teachers, books and libraries, and other matters pertaining to the 'common school system.'"

Certification--From 1849 to 1858, the certification of teachers was the responsibility of the local school board. In 1858, certification became a duty of the county superintendent.[1] After 1861, qualified teachers could write examinations for the State Board of Examiners and receive life certificates. Few teachers did. The majority continued to work under county certification. In 1862 a law was enacted that stated no person could collect salary for teaching until properly certified. The county superintendent issued certificates on the basis of examinations devised by him and administered one Saturday each month in his office. As late as 1910, sixty percent of the applicants (6,944) for county certificates had not completed high school.

After 1907, county superintendents no longer certified teachers, but they did administer the examination of the candidates for the State Board of Educational Examiners in the county offices. The preparation and grading of the examination papers and the issuing of certificates was the function of the State Board. In 1945 the county office lost its last involvement in the certification process. The State Board of Educational Examiners was given sole right to certify teachers based on their college records.[1]

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[1] Smith, Department of Public Instruction, p. 38.

County Institutes--In 1858 school law instructed the State Superintendent to provide for a six-day institute in any county where thirty teachers requested it. In 1864 the responsibility was given to the office of county superintendent. These institutes eventually ran in length from four to six weeks and operated often in a four-year sequence. Many county superintendents came to insist upon institute attendance for annual renewal of certificates. County institutes were reduced to two days under the school reform laws of 1913 and to one day in 1931.

All three original functions of the county superintendent were to be eliminated or seriously curtailed by 1945.[2]

The county superintendent of schools in 1858, took his place beside the county recorder and supervisor. No special education credentials were required and he held office in the courthouse for a period of two years. He was an active member of a political party, usually the Republican Party, the historically dominate party in Iowa. He received $2 per day for his work.

The leaders of the profession in Iowa worked to change the situation. They worked to promote better qualified people for the position, better salaries, longer office tenure and appointment by a lay board rather than political election.

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[1] Ibid., p. 39.

[2] This short history of the three basic functions of the original office of the county superintendent of schools is based on the above cited article in the I.A.S.A. Fifth Annual Report, which in turn is based on Wayne P. Truesdell, "A History of School Organization and Superintendence in Iowa" (unpublished Ph.D. dissertation, University of Iowa, 1965).

The first major change in the office occurred in 1913. As the result of a recommendation of the Iowa Better Schools Commission, the legislature enacted a reform law requiring superintendents to be certified. The term of office was lengthened to three years and the superintendent was appointed by the presidents of all the school boards located in the county. The 1913 law also clearly established the county office as the intermediary between the state and local level.

At this same time the State Superintendent's office was made appointive. The state reform failed to survive beyond a four-year period. The county school reform survived.[1]

The county superintendent's role was still considered to be primarily that of supervising and guiding the small, one-room schools. As late as 1950, there were 4,960 one-room rural schools in Iowa. Eighty-six counties had more than twenty. The average for the 99 counties was fifty.[2] Unfortunately, this image of the office's duties still exists in many taxpayers' minds.

In the 1945-46 school year, the State Department of Public Instruction employed its first professional staff member in the area of special education. In 1955 the Special Education Division of the Department was formed. The growth of interest in special education programs had special significance for the county school systems. Increasingly, the local school districts turned to the county system for assistance in connection with educational programs that were needed by a relatively small student population, for example, the visually handicapped; programs that were very expensive to provide, such as those for the trainable mentally retarded; or programs of a brief duration, the testing of student hearing.[1]

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[1] Smith, Department of Public Instruction, p. 104.

[2] Ibid., p. 105.

During this period of time, the interest in reorganization of school districts was growing. A major change in the county system occurred in 1947 which bore a relationship to this. The legislature established a five-man elected board of education to administer each county school system. Four were elected from districts and one was elected at large. They, in turn, appointed the county superintendent of schools. The qualifications for the office became the same as those for the office of the largest city school system superintendency in the state.

One of the most important aspects of the new law, however, was concerned with a new relationship with the rural schools. The county superintendent was given the official task of promoting local school district reorganization. He was to gather information and project plans that would further this goal.

Here again, however, when reorganization of local districts had been accomplished, the county superintendent's duties were, by law, fulfilled. Dr. Truesdell states:

> It was then that creative and energetic superintendents conceived the idea of the county unit as a service unit, to provide types of educational instruction and materials which the local unit could not provide. The administration of special education over several counties provided a concept of a multi-county unit.[2]

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[1] *Ibid.*, pp. 18, 44.

[2] Iowa Association of School Administrators, *Sixth Annual Report* (Cedar Falls, Iowa: Iowa Association of School Administrators, 1967), p. 85.

The year 1960 found the county superintendents still located in the courthouses. Although a few of the most progressive and usually the largest county systems had hired professional speech therapists and occasionally a school psychologist, the staffs of most county systems in Iowa consisted of the superintendent, perhaps an administrative assistant and a secretary. One-room schools still existed although their days were numbered.

In the summer of 1957, the Iowa Association of County School Superintendents was instrumental in establishing the Iowa Research Committee for the Study of the Intermediate Unit of School Administration in Iowa.

In April 1960 the Committee published its report entitled Effective Intermediate Units in Iowa. The idea of a natural geographic, economic and cultural area approach to intermediate level school government officially appeared in print.

A Period of Rapid and Extensive Change

1960-1972

Mr. Paul F. Johnston took office as the State Superintendent of Public Instruction on January 1, 1961. He was well qualified for the position. Born in Hopkinton, Iowa, he received his B.A. degree at the University of Dubuque and his M.A. from the University of Iowa. He worked as a teacher and administrator in Iowa before joining the Department of Public Instruction in 1946 as Supervisor of Finance. He later held the titles of Director of Administration and Finance and Assistant Superintendent of Administration.[1] He had also served as chairman of a major state school finance study.

The Continuing Fight for School District Reorganization

Mr. Johnston immediately changed the procedure for placing schools on the disapproved list. A school in danger of being placed on the list was to be warned as soon as possible. Mr. Johnston also announced he would personally visit each school accompanied by the regional consultant involved. After inspecting the school during the day, they would visit with the board in the evening. This was to be done at least one full year in advance of the school's being placed on the disapproved list. If the school was to be disapproved, Mr. Johnston would again return to visit with the board.[2]

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[1] Iowa Association of School Administrators, Ninth Annual Report (Cedar Falls, Iowa: Iowa Association of School Administrators, 1970), p. 15.

[2] Smith, Department of Public Instruction, p. 117.

This policy was probably adopted in an effort to allay the distrust and anger of the legislature. It had little effect. As early as January 12, 1961, a bill was introduced in the Senate which would have resulted in the Governor gaining the power of appointment over the State Board of Education.

In February, the House of Representatives debated a different bill which also provided for the appointment of the state board members. For three days the small school supporters visited the statehouse. The Des Moines Register estimated their number to be between 200 and 300.[1]

In a series of moves that came as a complete surprise, the House rejected an attempt to oust all incumbent state board members as of June 30, 1961, 64-40; rejected the idea that state board members should be elected at large during local school district elections, 60-47; and, finally, rejected the bill to allow the Governor to appoint the state board members, 71-35.

George Mills, writing for the Des Moines Register, termed this a crushing defeat for the small school forces. The attitude of the rather liberal-oriented paper is portrayed in Appendix IV.[2]

Many small county representatives voted against the bill. Republican Senator David Stanley of Muscatine said:

> Why was the state board criticized? Because it has raised educational standards to meet the challenge of the space age. Because in the last five years, Iowa has made more progress in school reorganization than any other state. No group of human beings could do these difficult tasks without making enemies.[3]

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[1] Des Moines Register, February 9, 1961, p. 3, cited by Smith, Department of Public Instruction, p. 119.

[2] Des Moines Register, February 10, 1961, p. 1, cited by Smith, Department of Public Instruction, p. 119.

[3] Ibid.

Forty-three school districts had been disapproved in November and December of 1960 as Mr. Wright prepared to leave for Washington. These schools asked for a review of their status.

Most districts were inadequate in their secondary school offerings. At that time 27 units were required of a high school program. The state board adopted a new minimum standard of 36 units. At the same time, however, they stated a new policy of judging each potentially disapproved school on the amount of progress they were making to meet existing standards. In a new strategy the state board would grant waivers to schools showing progress while at the same time publishing their weaknesses. This naturally led to new protests.[1]

Under Mr. Johnston's administration, the number of officially disapproved schools sharply fell. Only seven districts were disapproved in 1961, three in 1962 and nine in 1963. During the same period, 249 districts applied for waivers in 1962 and 239 received them.[2]

At that time, the Iowa Legislature met biennially. In 1963 the State Department of Public Instruction was again an object of controversy. Senate File 18 would have allowed the Governor to appoint the members of the State Board of Education subject to confirmation by the Senate. Senate File 37 would have returned the position of State Superintendent to election on a partisan ballot.

The latter bill passed the Senate 26 to 24 and was sent to the House. Two former elected state superintendents, Miss Agnes Samuelson and Miss Jessie Parker, both made public statements in opposition to the bill. After two days of bitter debate, the House defeated the bill 57 to 46.

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[1] Smith, Department of Public Instruction, p. 119-121.

[2] Ibid., p. 121.

Mr. Johnston was up for reappointment by the State Board. His name was submitted by the Board on the first day of the session, but confirmation was delayed. The leadership assured Mr. Johnston that the delay was designed to show sympathy for the small schools and that he would eventually be confirmed. Confirmation was given on May 14, 1963.[1]

The small schools took their fight to the courts. On March 10, 1964, the Supreme Court of Iowa ruled that the power of the State Board of Public Instruction to withhold payment of state aid to non-approved schools and to adopt standards, regulations and rules formulated by the State Superintendent was unconstitutional. The court held that the General Assembly had not set forth sufficient guidelines for the drafting of the standards.

At the suggestion of Mr. Johnston, Governor Harold Hughes called an emergency meeting of Department representatives and legislative leaders. A compromise was worked into bill form. The Attorney General wrote a legalizing bill that gave state approval to the school districts of the state for the 1963-64 and 1964-65 school years. This was then presented to the General Assembly which was meeting in special session. Blanket approval was given to all districts.[2]

The 1965 session of the General Assembly faced the difficult task of providing legislative standards by which schools could be evaluated. Senate File 553 was enacted into law. It was a compromise bill that gave the State Board considerable enforcement power but did not grant the State Board their full recommendation as to standards. Standards were considerably lowered in the areas of practical arts and vocational education.

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[1] Ibid., p. 121-122.

[2] Ibid., p. 122.

In the face of the opposition, Mr. Johnston recommended raising the minimum enrollment required for a school district from 300 to 1,500. This led to the introduction in the House of a resolution calling for a complete investigation of the Department. It was never called up to the floor. In spite of the atmosphere, reorganization legislation was passed. All school districts in the state were required to be in a high school district by July 1, 1966.[1]

Local school reorganization would slowly continue throughout the state after 1966, but the concept gained more acceptance. School mergers lost the flavor of small towns and rural areas struggling to maintain a separate identity. More often, they were based on purely economic efficiency. A flurry of controversy and concern arose with the publication of the findings of the Great Plains School District Organization Project in June 1968. It recommended considerable reorganization of local districts into larger units.

As 1970 approached, reorganization as a controversial policy seemed to be waning. Other educational problems grew to at least equal importance.

The Development of the Area Concept--
for Regional Education Service Agencies
for Community Colleges and Vocational Technical Schools

The development of the area concept for the intermediate level of school government has a considerable history of research, special reports and specific recommendations. Add to this the struggle to establish a state-wide system of community colleges or vocational technical schools and the 1960's emerge as a time of change and commitment.

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[1] _Ibid._, pp. 122-123.

1960 - Effective Intermediate Units in Iowa Report

The publication in April 1960 of a report by the Iowa Research Committee on the Intermediate Administrative Unit, was the first concerted effort to inform the profession and the public that multi-county or intermediate units were now preferable to single-county units in school government.

The study began on June 4, 1957, when the county superintendents of Iowa, holding their annual meeting, voted unanimously to request the State Department of Public Instruction to organize a study of the changes that might be needed or desired at the county level. The steering committee was chosen at a meeting held July 23, 1957, and the work began. Steering committee members are listed in Appendix V.[1]

The committee began their work accepting six basic assumptions. They were:

> First Assumption: Some type of intermediate unit of school administration between the local level and the state level should be continued.
>
> Second Assumption: The Intermediate Unit should have a well qualified superintendent and a Board of Education.
>
> Third Assumption: The Intermediate Unit should be fiscally independent.
>
> Fourth Assumption: The Intermediate Unit should not in the long run perform services and functions which can be as effectively discharged by the local unit.
>
> Fifth Assumption: All of the territory of the state should be included in the intermediate units established.
>
> Sixth Assumption: The area of the intermediate unit should, as much as possible, be based on the larger territory community concept, combining contiguous areas which share many services together.[2]

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[1] H. C. DeKock and Virgil Lagomarcino, Report of the Iowa Research Committee for the Study of the Intermediate Unit of School Administration in Iowa (Des Moines: State of Iowa, Department of Public Instruction, 1960), pp. 1-3. (Hereinafter referred to as Effective Intermediate Units in Iowa.)

[2] *Ibid.*, pp. 7-11.

From existing literature and research, the committee cites several previous studies in Iowa that related in some manner to their study. For further information see Appendix VI.

To determine the existing and potential service role of the intermediate unit, a questionnaire was distributed to all 97 county superintendents attending the annual meeting in June, 1958. By October, 1958, 100 percent of the questionnaires had been returned.

The questions asked had covered the following:

Square miles of territory and number of enrolled students served
Adequacy of tax base
Instructional and curriculum services offered (curriculum revision, adult education, curriculum laboratories, etc.)
Special services offered (accounting, auditing, school lunch, etc.)
Professional personnel services (teacher placement, substitute teacher pool, etc.)
In-service education programs
Pupil personnel services (attendance accounting, testing, census, etc.)
Services for exceptional children

The existing four top-ranking functions, as determined by the study using the frequency of mention, were:

Service	Frequency of Mention
Specialized Education	80
Instructional and Curriculum	65
Consultive	48
General Administrative	47[1]

During the 1958-59 school year, a questionnaire was sent to all 694 local high school districts in Iowa. Five hundred were returned. The study was conducted to see if the local districts felt a need for services from the intermediate unit. Specifically, it asked:

1. What are the current responsibilities of the intermediate (county) unit?
2. How well have these responsibilities been fulfilled?
3. What will its role be in the future?

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[1] Ibid., pp. 18-34.

The findings were presented in four categories: schools under 300 enrollment (K-12), schools with between 300 and 600 enrollment (K-12), schools over 600 enrollment (K-12) and total responses.

For a summary of the most interesting results, see Appendix VII.

In answer to the question, "Is an intermediate unit needed to provide services to the local district?"

Response	Percentage
Not needed	17.4
Moderate need	45.4
Great need	27.0
Indispensable	9.0

The highest percentage category to the response of not needed was, paradoxically, the schools with an enrollment of less than 300 (K-12).[1]

A large segment of the study dealt with the very real problem of actually drawing proposed boundary lines for varying numbers of intermediate units. The planners were looking for the "natural community." They explained their problem by stating:

> Although definitions of a natural community vary they all tend to have a two-fold aspect--a geographical locus and a psychological consensus. In other words, a collection of people in an area with a sufficiency of commonality in beliefs, language, interests, traditions, manners to facilitate communications and social interaction . . . . Obviously mutual understanding and cooperation is augmented in areas or regions involving communities with the highest degree of commonality in natural-socio-economic community characteristics. This, too, is important for Intermediate Units.[2]

Although the planners would have preferred to combine local districts into areas rather than counties, they did not use local districts for two reasons. Sufficient statistical information was not available concerning local districts and the data dividing land by miles would have been overwhelming and unwieldy for the purposes of the study. The second reason pertains to the possibility that the study, upon publication, would have been attacked by local school district reorganization opponents. This, in 1958, was to be avoided at all cost.

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[1] Ibid., p. 45.

[2] Ibid., p. 55.

The criteria used in developing the plans were as follows:

1. Total K-12 enrollment ranging from 9,000 to 12,000 (city school districts with enrollments over 5,000 are not included in these totals since several large city districts could have met this standard as a single district).
2. Travel distance within the intermediate unit not to exceed 40 miles from a possible administrative center.
3. The intermediate unit should include from six to twelve defensible local school administrative units.
4. The grouping of counties should be guided by a plan which permits location of an intermediate unit administrative center which is logical in terms of the directional flow and pattern of the main highways and roads.[1]

State maps of Iowa were then divided into 36, 34, 30, 28 and 26 areas. This section of their report also includes a table that lists all counties in alphabetical order. The table then lists the code numbers for all local school districts located within the county, the K-12 enrollment by school and the assessed valuation of each district. The planners felt assessed valuation had to be sufficient to support a program adequately. They also were concerned that it be relatively equal among the areas.[2]

In the study's conclusions and recommendations, it recommended that a strengthened intermediate unit in Iowa should consider offering the following services:

Adult education
Audio-visual services including television
Building planning services
Centralized and cooperative purchasing
Curriculum laboratory and instructional materials center

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[1] Ibid., p. 57.

[2] Ibid., pp. 52-82.

Curriculum evaluation and revision leadership
Exceptional children (services) including regular and itinerant
    teachers as needed for the--gifted, retarded, crippled,
    partially sighted, speech defectives, hard of hearing,
    homebound
Financial services including--accounting, counseling, reporting,
    salary policy and schedule development
Information services
Inservice education programs for the--administrators, teachers,
    bus drivers, clerical personnel, custodians, lunch personnel
Legal services
Library services--consultative, exhibits, professional materials
Professional personnel services including--teacher recruitment,
    substitute teacher pool
Pupil health services including--school nurse, school doctor,
    dental health and hygiene
Pupil personnel services including--attendance supervision,
    guidance and counseling, testing, psychological, psychiatric
Post-high school education
Recreation and school camping programs
Research services
Trade and industrial education[1]

Specific recommendations of the study are available in Appendix VIII.

1962 - Education Beyond High-School Age - The Community College Report

The work of the previously discussed study was available to a second research committee designed to solve a different problem. On April 25, 1961, the Iowa House of Representatives passed House Resolution 6 as introduced by the Committee on Institutions of Higher Learning. The resolution is contained in full in Appendix IX.[2]

In November, 1959, Raymond C. Gibson, Professor of Higher Education at Indiana University, was retained to conduct the Iowa survey. The contract required that he produce:

1. A prediction of Iowa college enrollments to 1970.

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[1] Ibid., p. 84.

[2] Iowa State Department of Public Instruction, Education Beyond High-School Age--The Community College (Des Moines: State of Iowa, 1962), p. 114. (Hereinafter referred to as Education Beyond High-School.)

2. An analysis of the educational program, facilities and costs; a general analysis of manpower needs in Iowa in occupations requiring education beyond the high school, particularly terminal education and whether Iowa's present educational system met these needs; and an analysis of the Iowa junior colleges.

Professor Gibson and his staff produced the following reports:

1. Projection of Enrollment for Fifty-one Public and Private Junior and Senior Colleges and Universities in Iowa, 1960-1970
2. Manpower Problems and Higher Education in Iowa: A New Alliance
3. An Appraisal of Iowa Colleges: Faculties, Costs, Scholarships and Administration
4. The Junior Colleges of Iowa

They also produced Resources and Needs for Higher Education in Iowa, 1960-1970: A Summary Report.[1]

The reports did not completely satisfy the Committee on Institutions of Higher Learning. The explanation section of the resolution reads:

> The Gibson Report, authorized by the study committee last session, was not received in full until the middle of this session. It points out the problems but does not specifically give us the answers that we can use and the bills to implement them at this session. This resolution directs the Department of Public Instruction to research this problem relating to vocational and terminal education and have the bills ready to be considered in the next session of the legislature. It also directs the department to examine the problem of vocational education in the high schools.[2]

The State Committee on Public Area Community Colleges was established with David H. Bechtel from the Department staff serving as chairman. In all, eight members from the State Department served on the committee. Two members are of special interest because of their eventual relationship to this paper--Dr. Wayland W. Osborn, Director, Division of Advanced Education and Instructional Services, who was to become the compiler and editor of the state plan written for Title II of the Elementary and Secondary Education Act of 1965 and Dr. Richard N. Smith, Director, Division of Administration and Finance who would produce in 1969 the most recently published history of the State Department of Public Instruction. In addition, twenty-one various state agencies were invited to appoint representatives.

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[1] Ibid., pp. 64-70.

[2] Ibid., p. 114.

The study began with the appointment of Department staff members in August of 1961. Each member was expected to devote one and a half days a week to the study. The official philosophy adopted by the committee was that they would maintain the flow of suggestions, advice and recommendations between all interested groups and themselves.[1]

The final report of the committee was published on December 1, 1962. It was entitled Education Beyond High-School Age--The Community College and consisted of 115 pages.

The report contained three parts:

Part One - Recommendations
Part Two - Supporting Evidence for Recommendations
Part Three - Study of the Availability of Vocational and Technical Education in Iowa Public Educational Institutions

In all, seventeen specific recommendations were made by the report. They are listed in Appendix X.

The two recommendations of most interest are:

> Recommendation 1. The State of Iowa should provide a legal framework for the establishment of a statewide system of area-controlled public community colleges.
> Recommendation 2. The State of Iowa should establish area education districts whose elected lay boards would replace existing county school boards and assume educational functions intermediate between the state and local school districts and, when authorized by vote of the people in such districts, would establish and operate public area community colleges.[2]

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[1] Ibid., pp. 3-5.

[2] Ibid., pp. 7-10.

How did a resolution directing the conduct of a study of post high school education lead to a recommendation that the county school system be radically reformed and given new responsibilities?

When asked this question in May of 1971, Mr. Bechtel's answering letter stated in part:

> On your first question, I would first make a slight correction in your statement that H. R. 6 was "clearly directed at post-high-school education." The last portion of this resolution gave some directive for a look at vocational education. A more direct reply to your question, however, I would refer you to item five of the resolution which reads as follows:
>
> 5. Relationship of such community colleges with other parts of the educational system in the state.
>
> In considering this and also the request of the Association of County Superintendents to the State Board to draw boundary lines for intermediate districts the study committee came up with the first two "assumptions" on page two of the final report. These were:
>
> 1. Public area community colleges should be developed in such a manner that they fit into the pattern for the administrative structure of public schools in the state.
>
> 2. A regional education district authorized to establish a public area community college should be sufficient size to provide the human and financial resources needed for an adequate educational and service program, but each such district should be formed without the creation of any additional legal taxing units. (Underlining added by Mr. Bechtel.)
>
> It should also be kept in mind the various "area" proposals, some with legislation, that had been made since the late 40's for restructuring the county office. Whether the decision was right or wrong, it was concluded that both the area school and intermediate unit problems needed to be solved. They both required basically the same type of resources--people and money. It was also felt, very strongly I might add, by some members of the committee that an additional educational taxing unit could not be proposed. The result was that we put the two general problems together in one proposal. I might add a personal observation at this point. Even after ten years and many other things happening I still feel that this was and still is the

> best proposal for this state. I wouldn't put these two functions together in some other states but I think it is the most workable alternative for Iowa.[1]

Several years later, in the fall of 1967, Mr. Bechtel authored an article for the Journal on State School Systems Development. In it he states:

> . . . While proposing the legal framework for the development of area community colleges was recognized as the main intent of the legislature, the report was not limited only to this phase of Iowa's public education system. The Department was concerned also with the additional problem of restructuring the state's county intermediate districts. The Iowa Association of County Superintendents requested the Department to establish boundary lines to be incorporated into legislation for redistricting Iowa's 99 counties into fewer yet more effective intermediate units of school administration.
>
> In researching the problems associated with establishing the area community colleges and in attempting to redistrict the boundary lines of the present county school system so as to provide more effective intermediate units, the Department found that both proposals had certain basic elements in common relating to organization. Each required defining specific areas or regions of the state from which financial support could be obtained. Each required that in defining such areas, basic criteria be established to insure that each area had the potential human and financial capacity to fulfill its educational intent. Each required that the area elect a lay board with responsibility for and control of the educational program. Each required that this board appoint an administrative officer to carry out the desired educational functions. In studying these similarities, the Department concluded that both these educational functions be performed within the same area unit, with one elected board, and that one executive officer be responsible for both programs. It was recognized that to combine these two programs could bring about considerable dissatisfaction within the lay and educational leadership, but the Department had the obligation to keep all aspects of public education in perspective and not promote one phase or level of the system to the neglect of the other. There was no evidence also to indicate that the people of Iowa were willing to create a separate tax base for each of these proposals and thus introduce an additional educational taxing unit into the state.
>
> To provide both these functions, the Department proposed that the legislature create 16 areas encompassing the state . . .[2]

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[1] Letter from David H. Bechtel, Administrative Assistant, State Department of Public Instruction, Des Moines, May 7, 1971.

[2] David H. Bechtel, "Iowa's Pattern for Area Vocational and Community

The 1962 report, did indeed, contain the recommendation that the state be divided into sixteen districts to serve as community college and intermediate units. The map is presented in Appendix XI. Anyone familiar with Iowa's educational areas in 1971 would have no difficulty in recognizing or locating any of the sixteen areas as then recommended. This does not mean, however, that the General Assembly eagerly adopted the study they had asked be prepared. On the contrary, Mr. Bechtel writes:

> This tremendous effort was doomed. The reasons for legislature inaction, upon reflection, seem obvious. First, the proposal called for a significant restructuring of many provisions in the existing Iowa Code. Such major changes seldom are achieved in a single session. Second, the proposal affected many existing educational structures--structures for county intermediate district services, for junior colleges, and for vocational education programs. Its most unappealing aspect, however, was the call for mandated redistricting throughout the state which would have established a new educational structure. Because the proposal did not suggest a permissive approach to solving the problem, it would have required the General Assembly to make decisions on specific boundaries and areas, and this has little appeal for any legislator.
>
> It was not surprising therefore, that though a bill had been drafted, and copies provided for each member of the legislature, no legislator introduced the bill into the General Assembly and no member of the study committee was requested to appear before any legislative committee or subcommittee to review the proposal. It died a silent death.[1]

1963 - State Plan for Improvement of Education in Iowa

While the legislature was meeting in 1963, the State Department launched a new program entitled "the State Plan for Improvement of Education in Iowa." Sixteen meetings of school administrators were held around the state during the week of May 13, 1963.[2]

College Education," Journal on State School Systems Development, Vol. 1, No. 3 (Fall 1967), pp. 149-150. (Hereinafter referred to as "Iowa's Pattern for Education.")

[1] Ibid., p. 152. [2] Smith, Department of Public Instruction, pp. 123-124.

The purpose of the state plan was:

1. To provide a method and framework whereby local school districts, county systems, institutions of higher education and the Department could identify and research educational problems.
2. To bring about closer liaison between the various levels of school government and improve the quality of education in Iowa.

Using the sixteen areas defined in 1962, the local and county superintendents were asked to meet as a group. Each group elected a chairman and a recording secretary. The sixteen chairmen in turn were asked to serve as an Advisory Council. The Council has met monthly during the school year since that time. It has served the Department as a communications tool and has also provided feedback from the majority of school superintendents monthly.

A Coordinating Committee was established at the same time. It consisted of the Planning Committee of the Iowa Association of School Administrators, State Department staff and representatives of the four institutions that have graduate programs in education in Iowa.[1]

Mr. Arthur C. Anderson, a Consultant in the Division of Planning and Development for the Department, served as the secretary of the Advisory Council from its founding in 1962-63 until 1968-69. Mr. Don D. Dunlavy, DPI Division of Planning and Research Development took over as secretary in 1969-70.[2]

Dr. Richard N. Smith feels the program was successful because it encouraged the free exchange of ideas and led to a better understanding of the various problems encountered at different levels of school government. He cites the 1966 Annual Report of the Iowa Association of School Administrators.

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[1] Iowa. State Department of Public Instruction, "Outline of State Plan for Educational Change in Iowa," internal working paper dated November 2, 1962. This edition was revised and published in 1963 under the title "Outline of a State Plan for the Improvement of Education in Iowa."

[2] Iowa Association of School Administrators, Ninth Annual Report (Cedar Falls, Iowa: Iowa Association of School Administrators, 1970), p. 112.

> Never have all organizations for education in Iowa worked together as closely as under Paul Johnston's administration. The sixteen area meetings have discussed problems at the grass roots. The Coordinating Committee has attempted to translate these suggestions into workable programs. It is not a case of handing down decisions from the top, it is a process of trapping the creative ability of all Iowa superintendents and school staffs.[1]

The "Plan" organization was also a very effective way to begin to build the area concept. It was part of a process designed to build loyalty and interest in a larger, less provincial geographical concept. It was the beginning of building an "in-feeling" among sixteen groups of educational leaders. It was an attempt to interest the smallest school's superintendent in the problems of the entire educational structure of the state.[2]

In an article in 1969, Paul Stuart, Chairman of the DPI Area Organization, reports that at the initial organizational meeting in 1963, Superintendent Johnston said,

> Our motive is only to insure that all superintendents in the state have an opportunity to participate in the policies, rules and regulations necessary for the improvement of the instructional program in the schools in the state of Iowa. We would like to see this kind of cooperative approach for it. We have no ulterior motives. [Italics not in the original.] We want only a framework through which we can all approach and solve the problems involved with the improvement of education in this state.[3]

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[1] Iowa Association of School Administrators, Fifth Annual Report (October 20, 1966), p. 73, cited by Smith, Department of Public Instruction, p. 124.

[2] For a more complete history of this project, consult the annual reports of the Iowa Association of School Administrators for the years 1965-1971.

[3] Iowa Association of School Administrators, Eighth Annual Report (Cedar Falls, Iowa: Iowa Association of School Administrators, 1969), p. 63.

Superintendent Francis Peterson of Northwood, Iowa, served as Chairman of the Coordinating Committee during 1969-70. He states:

> Whatever the function or the purpose that might have been [Italics not in the original.] the basic reason for our State Superintendent, Paul Johnston, to create the Advisory Council and Coordinating Committee, one goal has been reached. That goal is a more informed, a more unified, and a more cooperating group of public school administrators.[1]

1965 - Iowa Area Schools Become a Reality

The federal 1963 Vocational Education Act was passed. This gave added thrust to the movement for post high-school education and an interim committee of legislators was established. They reached the following conclusions:

> 1. The area vocational education schools and the two-year community colleges should be joined in a single comprehensive institution.
> 2. An area approach was necessary to obtain sufficient enrollment and adequate fiscal support.
> 3. The post high school program should not be state operated but should have its own area board with the authority to appoint an administrative officer. Significant state funds should be made available for operation and capital outlay.
> 4. Methods should be devised to encourage permissive development of these institutions.
> 5. Problems associated with the development of the comprehensive area schools should remain separate from problems of merging the county intermediate districts.
>
> . . . .
>
> As anticipated, the legislature kept separate the establishment of the area schools from the concept of the multicounty intermediate unit and in doing so, passed a separate bill to permit counties to merge in order to create enlarged intermediate units. The legislature also withstood pressure to permit the establishment of a state operated system for the area vocational and community colleges which would have fallen under the direction of a separate state board created for that purpose.[2]

In 1965 both houses of the General Assembly were in the control of the Democratic Party, a rare happening in Iowa. The party members were eager to prove that when given the chance they would "move Iowa forward" as they had been promising for years. They were a receptive audience for the new proposal.

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[1] Iowa Association of School Administrators, Ninth Annual Report (Cedar Falls, Iowa: Iowa Association of School Administrators, 1970), p. 19.

[2] Bechtel, "Iowa's Pattern for Education," p. 153.

The new law went into effect July 4, 1965. See Appendix XII. By July, 1966, all counties had participated in planning studies and thirteen area schools had been formed--four vocational schools and nine community colleges.

During the legislative session of 1967, there was much criticism of the rapid development of the schools and some of the fiscal problems this brought, but the vocational schools and community colleges were to stay. The following years would see the remaining uncommitted territory attach itself to various existing schools.[1]

The growth of the area schools had its effect on the existing county school systems. Although the State Department of Public Instruction and to a lesser extent, the local and county school systems continued to use the merged area boundaries for other programming purposes, the county school systems developed a specific relationship to the area schools.

The relationship tended to take on many features of the relationship between the universities and the county systems. Cooperation was paid lip-service and certain formalities would be maintained but it became primarily a relationship involving the finished product of one system becoming the raw material of the other. By 1970, the role of the area school was set and it had no direction to give Iowa's county school systems.

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[1] Ibid., pp. 160-162.

1965 - Joint County Mergers Allowed

The General Assembly, in 1945, authorized the cooperative sharing of the services of a superintendent by two or more counties. This permissive legislation was not used until 1957-58. After this time a trend developed. The number of county superintendents in Iowa steadily fell. See Appendix XIII.

It is possible that the trend also developed as a result of the ages of the people occupying the position. County superintendents tend to be older as a group than local district superintendents. See Appendix XIV.

House File 553 was enacted by the General Assembly in 1965. This was permissive legislation which allowed two or more county school systems to merge either by joint resolution of the boards involved or by petition. A new seven-man board would be elected to serve the multicounty unit.

In many ways this simply acknowledged an existing situation. During the 1966-67 school year, only forty-six of the original ninety-nine counties continued to employ a full-time superintendent. The remaining fifty-three county units employed twenty-three superintendents. One superintendent served four separate counties, but the majority served two. This meant working with two or more sets of personnel policies, budgets, programs and board philosophies. It was understandable that most county superintendents supported the legislation.[1]

The Code of Iowa, 1966, Section 273.22 authorized the State Board of Public Instruction to adopt criteria in addition to those set forth in the statute as conditions precedent for the approval of proposed mergers.

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[1] E. Robert Stephens and others, The Multi-County Regional Educational Service Agency in Iowa (Iowa City: Iowa Center for Research in School Administration, 1967), p. 1. (Hereinafter referred to as Regional Educational Service Agency.)

In a 1969 attorney general's opinion, the guidelines established were outlined as follows:

> . . . the state board established six guidelines without submitting them to the legislative departmental rules review committee and . . . such guidelines deny approval to all statutorily proper applications and agreements unless all six of the guidelines are met . . .
>
>> "These guidelines provide that all joint county systems shall be created within the boundary of one or more existing area vocational schools or community colleges; that not more than one 'regional educational service agency' unit will be approved within the boundary of any existing area of a vocational school or community college; that a 'regional education service agency' may be formed by a combination of contiguous county school systems and local districts not presently assigned to an area vocational school or community college providing all guidelines can be met; that in instances where a combination of an unassigned county school system or school districts fail to meet all guidelines herein specified they should be attached to a presently organized contiguous area vocational school or community college area; that an optimum of 30,000 students, preschool through grade 12, shall be enrolled in public schools of the area; 'that an optimum assessed valuation of $300,000.00 shall be available in the area'."[1]

The criteria clearly show that Paul F. Johnston's administration and the State Board of Public Instruction were strongly supporting the concept of sixteen regional education service agencies for the State of Iowa.

1967 - The Multi-County Regional Educational Service Agency in Iowa Report

The next extensive study supporting this concept was published in September of 1967. It was prepared by the Iowa Center for Research in

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[1] Nolan to Grassley, State Representative (Des Moines: Iowa Attorney General's Office, December 5, 1969), letter format.

School Administration at the University of Iowa for the Linn County Board of Education under a grant from the United States Office of Education - Grant No. OEG-3-6-000980-1701. Linn County surrounds Cedar Rapids, Iowa and is located in Area X. Entitled The Multi-County Regional Educational Service Agencies in Iowa, the report consisted of four chapters,

I. Background of the Study
II. The Major Needs of Public Elementary and Secondary Education in Iowa and the Need for a New Type of Educational Service Agency
III. Major Recommendations of the Study
IV. Major Benefits Resulting from the Establishment of a Network of Multi-County Regional Educational Service Agencies in the State of Iowa

Under Chapter II, four alternative approaches to revamping the county systems were discussed. They were:

1. Encourage the development of larger local school districts
2. Encourage cooperation between local units
3. Decentralize the state education agency
4. Provide services through post high school institutions.[1]

It is interesting that the suggestion to tie intermediate services to the community colleges, vocational schools or universities goes on to state:

> Although these agencies do have important roles to perform for public elementary and secondary education in the state, they are essentially consultative in nature. The primary role of post high school institutions is the provision of education programs for the post high school age population of the state. For them to dissipate their human and financial resources and undertake still another vital role would tend to weaken their existing commitments. Further, it is questionable whether or not personnel and policy-making boards can reasonably be expected to be competent in such diverse planes as would be required.[2]

Chapter III is by far the best presented and most thorough statement of what a regional educational service agency should be and do.[3]

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[1] Stephens, Regional Educational Service Agency, p. 10.

[2] Ibid., p. 11.

[3] Ibid., pp. 12-35.

Chapter IV lists the major benefits as follows:

1. Protect and promote local control and local determination in public education.
2. Equalize and extend educational opportunities.
3. Assure economical and efficient operation of many educational programs.
4. Improve the quality of many educational programs.
5. Provide a needed change agent in education.
6. Promote the restructuring of school government consistent with development in the public and private sectors.
7. Improve the coordination of local, regional, and statewide educational planning.[1]

If the study's findings are valid, one would anticipate that the more rural areas of the state would readily see the advantages as presented. Time would prove, however, that the more urban areas would show more interest in the allowed mergers. The study found that Iowa, which has been considered largely a rural state, will have by 1980 over 50 percent of its people concentrated in approximately ten standard metropolitan statistical areas.[2]

The study set five criteria, three considered to be major and two considered to be minor, for the establishment of area boundaries. They were:

Major Criteria

1. A minimum public school enrollment in grades K-12 of 30,000 students.
2. A minimum assessed valuation of $300,000,000.
3. A maximum of one-hour driving time from the service center(s) to local public school districts in the area served.

Minor Criteria

4. A minimum total population of 100,000.
5. A minimum number of 1,200 professional personnel in the local public school districts in the area served.[3]

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[1] Ibid., p. 36.

[2] Ibid., p. 38.

[3] Ibid., p. 14.

With the exception of the criteria that merged area boundaries could not be crossed, the criteria matched those adopted by the State Department of Public Instruction later.

In the 1969 yearbook of the Iowa Association of School Administrators, Dr. E. Robert Stephens, Assistant Professor of Educational Administration at the University of Iowa, urges that the term RESA (Regional Educational Service Agencies) be used rather than Intermediate Units.

He believes the term RESA better indicates the predominant function of special services that are better provided by a larger unit to the local schools. Dr. Stephens was in charge of the Linn County study.[1]

1968 - The Great Plains Project Report

The next and most recent study of Iowa's educational structure was entitled A Design for Educational Organization in Iowa. Published in June, 1968, by the Great Plains School District Organization Project, it was the result of an ESEA Title V project that involved the state educational agencies of Iowa, Missouri, Nebraska, and South Dakota. The study progressed from March 18, 1966 to June 30, 1968.

The purposes of the Great Plains School District Organization Project were identified as follows:

> 1. To improve the State Department of Education (Title V, and the primary basis for the entire grant).
> 2. To assist in resolving some of the major problems of State Departments of Education, including, but not limited to the following:
>   - --bringing about an increased awareness on the part of professional and lay groups of the need for adequate school district organization.
>   - --analyzing and clarifying the role of professional and lay organizations in school district organization.
>   - --developing guidelines to be used to implement programs

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[1] Iowa Association of School Administrators, Eighth Annual Report (Cedar Falls, Iowa: Iowa Association of School Administrators, 1969), p. 122.

(a) for school district organization
(b) as a part of developed state plans

--providing comprehensive programs of quality education to meet the needs of all youth in all parts of the state.
--clarifying the role, function and need for intermediate districts.
--planning for adequate and appropriate follow-up services to those districts which have been reorganized.
--developing an awareness within each state of the relationships between tax structure, and rates and school district organization.
--providing data, information, understanding and insights essential for the introduction and passage of adequate legislation for school district organization.
--pooling the resources of the several states in making a joint attack on a common problem.[1]

Under the heading "Implication of Demographic Change for Educational Planning," the study suggested six specific implications for educational planning.

1. The criteria of a local community or a group of interrelated local communities as the basis for a school district is obsolete and indefensible.
2. Local school districts should be organized around city centers with populations of at least 2,500 to 5,000.
3. All area of each state should be in K-12 district.
4. Emerging demographic changes necessitate future school district reorganization be based upon comprehensive state-wide planning.
5. An enlarged and strengthened middle eschelon of school government should be developed in the four Midwest states.
6. Increasing attention must be directed to the problems of urban education in the Midwest.[2]

Many people read the report this far and stopped. The "Great Plains Report," as it was popularly referred to, caused a rebirth of concern regarding school district reorganization among the supporters of the small schools. They interpreted it as a power grab by both the State Department and the urban or large school district supporters.

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[1] Ellis G. Hanson and Ralph D. Purdy, A Design for Educational Organization in Iowa (Des Moines: State of Iowa, Department of Public Instruction, 1968), pp. 7-8. (Hereinafter referred to as Design for Organization.)

[2] Ibid., pp. 32-35.

The area educational service agency was to have a sufficient pupil base and financial resources to permit development in at least the following areas:

- --Administrative and staff personnel programs and services, including:
  - Administrative and business management consultant services
  - In-service programs for members of boards of education, school board secretaries and treasurers
  - School building consultant services
  - School district reorganization consultant services
  - Electronic data processing services
  - Public information services
  - Cooperative purchasing programs
  - In-service programs for classroom teachers, specialists, supervisors, consultants, and administrators
  - In-service programs for non-certified personnel including transportation, food service, maintenance, custodial, secretarial and clerical
  - Substitute teacher services
  - Services for the state education agency
  - Coordinative activities with other health, welfare, and social agencies in the public and private sectors, and other governmental subdivisions
- --Instructional programs and services
  - Educational media center
  - Elementary and secondary curriculum consultant services
  - Outdoor education programs
  - Remedial instruction programs and services
  - Health consultant programs and services
  - Testing programs and services
  - Institutionalized childrens' education programs
- --Student Personnel Programs and Services
  - Consultant services for student personnel programs
  - In-service programs for guidance counselors and other professional personnel
  - Other student personnel programs and services including graduate follow-up studies and drop-out studies
- --Special Education Programs and Services
  - Programs for trainable retarded children
  - Work-study programs
  - Programs for emotionally disturbed children
  - Psychological and psychiatric services
  - Programs for physically handicapped children and children with special health problems
  - Programs for exceptional children of pre-school age
  - Homebound instruction programs
  - Programs for gifted children
  - Programs for partially-sighted and blind children

Programs for hard-of-hearing and deaf children
Programs for speech handicapped children
School social work services
Programs for children with specific learning disabilities
Providing coordinative and cooperative efforts for the many health, welfare, and social agencies in the public and private sectors

--Research and Development Programs and Services:
Budget analysis and cost studies
Long-range financial planning
Community surveys
Enrollment studies
Pilot projects in various curricular areas
Evaluation of instructional materials
Development of local school district and regional norms for standardized tests
Evaluation of various types of organizational and grouping practices[1]

The tasks listed in the Great Plains Report are very similar to those listed in the previous studies. Although there seems to be general agreement among the professionals who recommend the tasks of the intermediate unit, in reality only two types of services have been extensively developed. They are special education programs and services and, to a lesser extent, instructional programs and services.

Two specific recommendations concerning the intermediate unit were presented.

> 8. A statewide network of area educational service agencies should be created to supplement and complement the efforts of local school districts.
>
> 10. The desirability of merging all area education programs and services (those provided by area vocational schools and community colleges and those provided by area educational service agencies) into one administrative organization should be assessed and appropriate action taken by the State Board of Public Instruction within the next 10 years.[2]

This was the last large-scale public relations effort to combine the functions of the regional educational service agency and the vocational school or community college function as it was presented in the 1963 study.

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[1] _Ibid._, pp. 139-140.

[2] _Ibid._, pp. 177-178.

In conclusion, the study found the organization of school government in Iowa in 1968:

1. Fails to provide equitable educational opportunity to all youth and adults.
2. Inhibits the development of comprehensive sequential educational programs and provision for services to meet the needs, interests and abilities of all youth and adults.
3. Encourages citizens to accept lower levels of quality than one deemed necessary and desirable.
4. Prevents realizing the maximum return from the tax dollars invested in education.
5. Does not encourage or permit the ready implementation of educational innovations in organization, curriculum, or technology.
6. Is not flexible enough to permit adaptation to changing social, cultural and economic conditions emerging within the state.
7. There is an absence of formalized coordination between various segments of the state system of education.[1]

The study itself was a thorough research project. It deserved a less emotional appraisal by the public than it received.

In an attractive twenty-four page booklet also entitled "A Design for Educational Organization in Iowa," the basic outline of the completed report was presented to the public. The inside cover of the booklet contained the following quotation:

> 275.1 Code of Iowa--It is hereby declared to be the policy of the state to encourage the reorganization of school districts into such units as are necessary, economical and efficient and which will insure an equal opportunity to all children of the state . . .[2]

No significant legislation arose from the study.

1970 - The RESA Compaign Continued

In the November, 1970, issue of Educational Bulletin, the newsletter published by the State Department of Public Instruction, there appears an article entitled "State Board Considers Legislative Recommendations." Among the recommendations is found:

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[1] Ibid., p. 173.

[2] "A Design for Educational Organization in Iowa" - booklet (Des Moines: State of Iowa, Department of Public Instruction, 1968), inside cover.

> Regional Educational Service Agencies (RESA)
>
> Chapter 273 should be amended to require the merging of county school systems so that all areas of the state will be in a merged county school system by July 1, 1973. It is further recommended that the following criteria be adopted:
>
> 1. Any merged county school system should be created within the boundary of one or more existing area school corporations.
> 2. Not more than one merged county school system should exist within the boundary of any existing school corporation.
> 3. An enrollment, preschool through grade 12, should approach, as nearly as possible, 30,000 students.
> 4. Assessed valuation of an area should approach, as nearly as possible, $300 million.
>
> It is further recommended that provision be made in Chapter 273 to make it possible to adjust the boundary lines of a county school system, to permit a school district or school districts to become a part of an adjoining merged county school system.[1]

Within a ten year period an idea had taken several giant steps toward reality. Most educators felt it was only a matter of time until RESAs became a reality in Iowa.

1970 - An Educational Challenge for the 70's

The Iowa Official Register for 1969-70 states:

> Educational leadership is the major purpose served by the State Department of Public Instruction. Although the department provides other services, they are all subservient to and intermeshed with the guidance of educational endeavors in the state of Iowa. Through its leadership, the state department helps to mobilize, unify, and coordinate all the positive forces concerned with education for the dedicated purpose of its improvement--and to give common direction to the efforts of all.[2]

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[1] "State Board Considers Legislative Recommendations," Educational Bulletin, Nov. 1970, p. 4.

[2] Iowa. Iowa Official Register (Des Moines: Superintendent of Printing, 1969-70), p. 200.

In line with this philosophy the Department and the State Board attempted to identify educational goals for Iowa for the period 1970-75.

Mr. Johnston first presented ten broad areas of educational need in a speech given in September, 1969. Subsequently, another need was identified and added to the total. The State Board adopted them as official service goals for the period 1970-75.[1]

The "eleven imperatives," as they came to be called, were first published in the December issue of the Educational Bulletin. During 1970, an attractive pamphlet was printed and distributed. The exhibit of the Department at the 1970 fall meeting of ISEA was built around the eleven imperatives theme. The covers of both the October and November, 1970, Educational Bulletin were devoted to them. Large white, blue and green buttons advertising the goals were distributed among the profession.

The eleven imperatives in education for Iowa--as identified by the Department of Public Instruction and the State Board--are:

1. Strong programs of education and services for children of pre-kindergarten and early childhood age.
2. Strong programs of education and services for children and adults requiring special kinds of instruction.
3. Strong programs of education for people desiring to develop their skills in vocational pursuits and technical training.
4. Extension of vocational rehabilitation services to all persons who can benefit from such services.
5. Strong programs of teacher education in all areas, with special emphasis on the preparation of teachers for work with disadvantaged and handicapped pupils.
6. Continuing emphasis on equal educational opportunity for all of Iowa's children through organization of school districts into effective and efficient units.
7. Development of a statewide system of Regional Educational Service Agencies to supplement and support the instructional program of local school districts.

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[1] Iowa Association of School Administrators, Ninth Annual Report (Cedar Falls, Iowa: Iowa Association of School Administrators, 1970), p. 113.

8. Public understanding of the comprehensive programs offered by area schools as a service to individuals, agencies, businesses, and professionals.
9. Procedures for assessing and measuring the effectiveness of educational programs at local, state, and regional levels.
10. Continuing study and improvement of the financing of education from pre-school through community college.
11. Expanded programs of educational research and evaluation.[1]

The Search for a New State Superintendent of Public Instruction

In November 1970 Paul F. Johnston was unanimously reappointed to the position of State Superintendent of Public Instruction by the State Board of Public Instruction for a new four-year term after having served in the position for ten years. The appointment was subject to confirmation by the Iowa Senate, but Mr. Johnston announced a desire to have the nomination withdrawn in January 1971. This was reportedly due to pressure brought to bear by Iowa Governor Robert D. Ray.[2]

The press reported:

> Johnston has been the recipient of strong criticism over the years from rural legislators who contended his policies forced needless school district reorganization in the early 1960's and that his insistence on enforcing school standards has caused educational costs to rise sharply.
>
> His confirmation in 1967 came only after a stormy debate centering around a charge that Johnston was guilty of faulty planning which had left Iowa's new area vocational-technical schools and community colleges in the red.
>
> The board in withdrawing Johnston's nomination this year expressed regret but said it feared another confirmation battle "might damage the whole cause of education in the state."[3]

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[1] "Needs of Education in Iowa," Educational Bulletin, December 1969, pp. 4-6.

[2] Des Moines Register, March 20, 1971.

[3] Waterloo Daily Courier, February 28, 1971.

Various segments of the profession and the legislature expressed the desire that a large-city superintendent be appointed, that the new man stress development of the vocational-technical schools and that he allow the State Board to set policy and be content to carry out policy. Although many people were suggested as possibilities, the Board was unable to gain an appointee for over a year.

The biggest stumbling block was the salary Mr. Johnston was receiving--$23,000.00. Most large-district superintendents in Iowa made more than this and were reluctant to accept the job if it meant a cut in salary. The board urged the legislature to raise the salary, but the legislature felt it had to hold the line. The Iowa Association of School Administrators, on April 2, 1971, urged that the post receive a salary equal to that of a president of a state university. This would have placed it in the range of $36,500.00 to $40,000.00.[1]

The State Board of Public Instruction did not escape the consequences of their action. House File 293 would have returned the memberships on the Board to elective rather than appointive positions, but was never brought to the floor. It was also proposed that the Governor be given the direct power to appoint anyone, including people outside the education profession, by-passing the Board completely.[2]

In December 1971, Dr. James Walter, President of the State Board of Public Instruction, sent his resignation to Governor Ray. He announced that he felt his position "was in jeopardy" and that Governor Ray did not intend to reappoint him. He also said the Governor's influence on the actions of the board members was too strong. Mrs. Virgil Shepard was elected as his successor.[1]

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[1] Des Moines Register, April 2, 1971.

[2] Des Moines Register, February 20, 1971.

In the spring of 1972, the State Board announced it had found a successor. He was Dr. Robert D. Benton, Superintendent of the Council Bluffs Schools. He had been educated in a one-room school near Guthrie Center, Iowa, received his B.A. and M.A. degrees from the University of Northern Iowa and his Ed.D. degree at Colorado State College. Dr. Benton's attitude toward the intermediate unit of education government and the sixteen regional media centers is unknown.[2]

Legislative Action in 1970, 1971 and 1972

The Legislative Session of 1970

President Nixon set the stage for debating school legislation in 1970 when he vetoed the entire national education bill on January 26, 1970. A wave of negativism seemed to settle in the state.

For the first time in its history, the House branch of the Iowa Legislature voted to place a limit on school spending. Acting on March 19, 1970:

> The major proposal passed 76-28 by the House and sent to the Senate, would clamp a 3-mill lid on the amount of property tax that can be levied for support of county school systems.
>
> It would also limit administrative expenses of a county school system to no more than 10 per cent of the amount raised by property tax levies.[3]

The bill later passed the Senate.

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[1] Waterloo Daily Courier, December 13, 1971.

[2] Iowa State Education Association. ISEA Communique, "Benton Becomes State Superintendent July 1," May 1972, p. 1.

[3] Waterloo Daily Courier, March 20, 1970.

The Senate saved the local school districts from the same fate when it voted 37-16 to reject a proposal to limit local spending to an increase of $50.00 per pupil over the 1970-71 budgets.[1]

On March 26, 1970, Paul F. Johnston, State Superintendent, announced that the State Board had agreed not to penalize schools that did not meet state approval standards which were to have taken effect in the fall.

> Gov. Robert Ray also singled out school standards in a speech to a joint session of the Legislature Wednesday on state financial problems.
>
> Ray drew his biggest applause of the speech when he announced he had asked the Department of Public Instruction to modify "any unncessary staff requirement regulations."
>
> The governor also asked for a moratorium on any new standards requiring additional staff.
>
> Among the standards involved is one which would require at least one principal for every two schools, effective this fall.[2]

Another standard that was weakened by a special bill passed by the legislature pertained to guidance counselors and librarians. It stated that they could be employed on a part-time or full-time basis, "as determined by the local board."[3]

In 1965 the Catholic schools in Iowa enrolled 92,757 students. By 1970 the figure was around 70,000. On the last day of the 95-day session, the legislature voted to help the parochial schools. The House passed it 110 to 5 and then the Senate voted for it, 37 to 14.

> The law permits county school systems to provide "ancillary" services to private and parochial school pupils on the same basis as to public school children.
>
> The county school systems provide special education services to youngsters with problems of speech, vision, hearing, reading and mental health.

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[1] Waterloo Daily Courier, April 15, 1970.

[2] Des Moines Register, March 26, 1970.

[3] Waterloo Daily Courier, April 13, 1970.

> Ray said the law "will be of great help to our private schools in meeting the serious problems of rising costs affecting both public and private education in our state.
>
> "The private schools fulfill a vital role in Iowa's educational structure, and I have long advocated assistance to prevent their passage into oblivion," . . .[1]

The Legislative Session of 1971

With the adoption of a conference committee report by a vote of 30 to 16 in the Senate and 63 to 27 in the House, the Legislature approved the "freezing" of tax support for Iowa's 453 local school districts.

> The measure would forbid Iowa's 453 local school districts to raise more operating money from property taxes for 1971-72 than they are collecting this year.
>
> It would also freeze the two major categories of state school aid at this year's levels, equilization aid at $115 million and the share of income tax collections earmarked for schools at $40 million.
>
> Each school district would get the same amount of equalization aid and income tax money in 1971-72 as it received this year. The only new money provided would be additional state aid of $45 per pupil based on next fall's enrollment.
>
> The extra $45 per pupil would allow local school spending to go up by 5.2 per cent next year over this year's $875 per pupil statewide average.
>
> County boards of education would be limited to a 1 1/2 per cent budget increase next year for everything except special education program costs - and under a Senate Amendment approved Tuesday, the program costs of special services provided by county systems.[2]

The attitude held by many educators toward the "freeze" was expressed by the editors of the Des Moines Register:

> If Iowa were one big school district with an adequate education program and a static enrollment, 1971-72 school spending freeze bill now before the Iowa House would not result in inequity or deprivation.[3]

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[1] Waterloo Daily Courier, April 30, 1970.

[2] Waterloo Daily Courier, February 24, 1971.

[3] Des Moines Register, February 4, 1971.

Most educators and several legislators were concerned with the worsening financial situation.

In a speech at Marshalltown, Lt. Governor Roger Jepsen predicted that the bill:

> will put a permanent freeze on the maximum tax that a school district may levy on property.
>
> . . . .
>
> "And then we say that from here on any increase in school budgets has to be directly related to the growth of the state's economy, . . ."[1]

This comment and the fact that four separate plans for school aid distribution were defeated in the House led the ISEA (Iowa State Education Association) to dramatically vote "public censure sanctions" against Governor Robert D. Ray, Lt. Governor Roger W. Jepsen and the Iowa General Assembly. Ironically, the announcement came during the Governor's Conference on Libraries held on April 30-May 1, 1971.

Rey Satory, President of the Iowa State Education Association said:

> This action was taken because these elected leaders have failed to exert positive leadership in developing the kind of educational program we feel parents and other concerned citizens expect the schools to provide, . . .
>
> Our censure should be viewed as an expression by Iowa teachers that unsatisfactory educational conditions exist in this state . . .[2]

The editorial board of The Des Moines Register commented on the reactions of Governor Ray and Lt. Governor Roger Jepsen:

> Ray called the statement a "pompous pronouncement," and Jepsen called it "impulsive negativism." It's the closest the two have come to agreement in several weeks.
>
> . . . .
>
> The statement censures some specific actions dating back to 1969: (1) Holding the line on state school aid for 1969 and 1970, forcing property taxes up to meet the cost of inflation and rising enrollment and creating the present

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[1] Des Moines Register, April 16, 1971.

[2] Des Moines Register, May 1, 1971.

> "crisis." (2) The 1971-72 school spending freeze passed by the Legislature which the ISEA says will force cutbacks in staff and materials to the detriment of education. ISEA survey [sic] schools to determine how budgets were being trimmed. (3) Failure to provide funds to "maintain quality" at state universities. (4) Failure to finance area community colleges "in proportion to their growth." (5) Failure to set a "realistic" (that means "high enough") salary for state superintendent.
>
> The emphasis of the censure statement is on the tone and temper of current discussion of school finance plans, not the plans themselves. A spokesman for the ISEA explained it as a reaction to Capitol Hill debate which seems more concerned with who is going to pay and how much than with school quality.[1]

Governor Ray warned the ISEA that the action would "backfire" and the Association did come under heavy attack from the conservative press. For example:

> One of the primary reasons why all local and state taxes have reached staggering levels in recent years is the fact that many local school boards along with the State Board of Public Instruction and State Board of Regents, have allowed professional educators to take over the policy-making responsibilities that properly belong with the lay boards.
>
> Now officials of the Iowa State Education Association, sated with their new power, have the unmitigated gall to publicly censure the elected representatives of the people.[2]

Part of the furor was due to an attempt to eliminate the County School Systems. The Governor's Educational Advisory Committee had recommended reorganization of Iowa's 453 school districts into about 100 county-size units and the total elimination of the intermediate unit. This approach had little public support.[3]

Representatives Michael Blouin of Dubuque and Keith Dunton of Thornburg, both Democrats, sponsored a bill to incorporate the county systems within the framework of the area community colleges. Rep. Dale Cochran, Democrat from Eagle Grove, sponsored the RESA or Regional Education Service Agencies bill which was the approach most favored by the county superintendent's group. On February 18, 1971 Rep. Laverne W. Schroeder, Republican from McClelland, filed a bill designed to destroy the intermediate unit and transfer its function to:

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[1] Des Moines Register, May 5, 1971.

[2] Bill Severin, Waterloo Daily Courier, May 3, 1971, p. 1.

[3] Des Moines Register, March 6, 1971.

> . . . the superintendent and board of the local school district nearest the county seat.
>
> "The power of self-government resides with the individual (local) school corporation," the bill states. "There shall be no immediate education unit established to function between the State Board of Public Instruction and the school corporation."[1]

These bills did not receive serious consideration.[2]

Political columnist Bill Severin explained the bill that received the most attention:

> Three members of the Iowa House were to file a bill Thursday that would abolish single county and multiple county school districts and replace them with what is described as a cooperative educational service agency.
>
> The agency would be governed by a board of directors composed of one member of each school board in the district it served.
>
> The board would have no independent taxing powers, but would finance its programs by assessing the costs against each participating school corporation, with the costs assessed based on the extent or participation.
>
> Sponsors of the bill are Charles Grassley, R-New Hartford, chairman of the House schools committee, Harold Fischer, R-Wellsburg, and Charles Knoblauch, Sr., R-Carroll.
>
> Rep. Grassley says that the goal of the bill is to hopefully reduce the number of special service programs offered and give each school district the opportunity to determine to what extent it wants to participate in each.[3]

The bill was House File 592. Critics attacked it for four reasons:

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[1] Waterloo Daily Courier, February 18, 1971.

[2] Bill Severin, Waterloo Daily Courier, April 20, 1971, p. 1.

[3] Bill Severin, Waterloo Daily Courier, April 8, 1971, p. 1.

1. It ignored the concept of "one man - one vote" completely. Rep. Grassley answered that this need not apply since the body in question was not a tax levying body.

2. It did not guarantee that every child in the state would have access to equal special education programs. Entire geographic areas could stay out of the cooperatives on the basis of the local school board's decision.

3. The fact that local districts could make yearly decisions on buying separate services made long-term planning impossible.

4. The newly-designed system ignored the private schools.

The bill failed to reach the floor of the House. Rep. Grassley lacked two votes of sending the bill out for debate, but it had forced many educators to think seriously about the problem.

Bill Severin summed up the situation at the end of April:

> For at least the last 10 years everyone at each legislative session seems to have been agreed that the county systems are outdated and outlived their usefulness with the passing of the one-room country school. Yet no one seems to have been willing to come to grips with the problem - up to now.
>
> With three concrete proposals now in bill form, it appears that the legislator is finally getting ready to tackle this problem. It is probably too late in this session to get the job done.
>
> But the revamping of the county school system should be made one of the first orders of business for the 1972 session.[1]

It was.

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[1] Bill Severin, Waterloo Daily Courier, April 20, 1971, p. 1.

The Legislative Session of 1972

The 1971 session ended with the establishment of an interim committee charged with the study of School District Structure and Educational Standards. The committee was composed of five senators and five representatives. It was co-chaired by Senator Charlene Conklin and Representative Charles Grassley. Experts in various fields were invited to serve in an advisory capacity on the committee, but they were not allowed to vote.

In December 1971, the committee made its recommendation to the Iowa Legislative Council. Under the plan, the Department of Public Instruction would assume all regulatory and data processing control held by the county school boards. The "area schools," fifteen community colleges and vocational schools, would control the special education programs and operation of media centers. The new system would eliminate one tax-levying body since it would be financed by a complicated formula involving assessments to the local school districts and reimbursement from the state.[1]

The House acted on the bill early in the session. It was successfully amended in the Schools Committee to establish an independent, elected, area-wide, lay board which would control policies, programs and budgets without tax-levying powers. This amendment to the bill made it unacceptable to the Schools Committee Chairman Charles Grassley. He voted against bringing the bill out for floor debate, but was defeated.

As soon as the amended bill was filed as House File 291, Rep. Grassley filed an amendment that reestablished the original concept. The bill was debated and passed in three hours on one day. Rep. Grassley's amendment was scheduled for first debate. Rep. Vernon Ewell, Democrat-Waterloo, filed a substitute amendment to the Grassley amendment. The Ewell Amendment would have mandated that by July 1974 all existing county school systems join a joint county system under the law of 1965 that allowed this. It required that three counties merge or if the student population exceeded 30,000, it allowed two counties to merge. The amendment froze the tax levy at a rate of 3.5 mills. It had the approval of several county superintendents, but it was quickly defeated 55-27. The Grassley Amendment passed 60-29 and the final bill passed 63-28. The day of passage was February 29, 1972.[1]

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[1] _Waterloo Daily Courier_, December 13, 1971.

On March 2, Rep. Grassley and Senator Conklin spoke with the media center group for two hours. This was a period of extensive lobbying by educators and parents and on March 10, 1972, Senator Conklin announced that the Senate Schools Committee would not send the bill out for floor debate.

> Mrs. Conklin told the Senate Friday that there had been a lot of "misinformation" from local areas about the purpose of the bill.
>
> She said more time is needed to study the matter before it is finally passed.
>
> Gov. Robert Ray Thursday signed a bill to make contracts of county school superintendents effective for only one year instead of the usual three so that if a bill is passed to eliminate the county systems, there wouldn't be several superintendents with two years left on their contracts and no systems to administrate.
>
> Mrs. Conklin said the decision to defer the matter was made Thursday night.[2]

Rep. Grassley, however, decided not to give up easily. He asked to meet with the State Board of Public Instruction at their regular meeting March 16, 1972.

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[1] Statements by Rep. Vernon Ewell, personal interview, May 28, 1972.

[2] Waterloo Daily Courier, March 10, 1972.

> . . . In his opening comments Representative Grassley indicated he had asked for the opportunity to meet with the Board since in previous discussion with the Board by members of the House Schools Committee, interest had been expressed for the provisions of H. F. 291. He stated it had been his hope that this bill would have complete discussion in the Senate but apparently it had no chance of coming out of the Senate Schools Committee for further consideration . . . He felt many misconceptions had been conveyed by various individuals and groups as to the actual provisions of the bill and the possible effects it might have in the general education program of the state.[1]

An exchange of questions and answers concerning the proposal then followed. The Board gradually moved to Rep. Grassley's position.

> Mr. van der Linden . . . asked Representative Grassley if he felt there was any possibility of the Senate discussing this legislation before the close of the session. Representative Grassley responded that from statements he had seen attributed to Senator Conklin, it appeared that the Senate Schools Committee was not going to give consideration to this bill.
>
> He felt that considerable damage had been done to possible consideration of this legislation by the large city superintendents when representatives of this group had met with the Senate Schools Committee on March 9. He indicated it was his understanding that they had expressed concern for administration of this program by area boards of directors and had recommended that the bill not be considered by the Senate.[2]

The Board continued to debate the possible actions they could take.

> President Shepard asked Superintendent Johnston what his position was in regard to H. F. 291. He responded he had only had one contact from a member of the Senate in regard to his position on this legislation. He responded he would give the same reply to the Board as he had given to the Senator on the request. His reply had been that H. F. 291 was a vehicle by which a change could be made in the current apparent impasse in regard to resolving the problems of the county school system. He felt there were some areas of the bill that were not adequately written in regard to assuring the continuance of certain programs and services but that it was definitely a vehicle that provided an opportunity

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[1] Iowa State Board of Public Instruction, Official Minutes, Meeting of March 16-17, 1972, p. 7.

[2] Ibid., pp. 8-9.

> for change in the current status of the county school system. He further pointed out that he had indicated to the superintendents of the state that he felt they collectively would not be able to resolve the problem and present a common position on modification of the current county school system. He felt the legislature would, by necessity, need to make this change. H. F. 291 was a framework to obtain a start toward such change in this structure and to get something done. He also pointed out that the original position of the State Board several years ago was the concept of one board administering services and programs for the intermediate unit as well as for the community college and area school.[1]

The Board decided to invite the 22 large city superintendents in the state and the officers of the Iowa Association of School Administrators to meet with them at 10:30 a.m. on March 17. It was decided that they would not contact Senator Conklin until the meeting had been held.

The following day, the Board met with the President and Executive Secretary of IASA, thirteen of the twenty-two largest city superintendents and two county superintendents. Although they had not been invited the Board allowed the Director of Special Education for Polk County (Des Moines), the Executive Director of the Iowa Council for Area School Boards and the Executive Secretary of the Iowa Association for Retarded Children to attend.

> President Shepard read the motion passed by the Board at the previous day's meeting in regard to the request of contact with Senator Conklin in regard to the position of the Board requesting that the concepts of H. F. 291 be considered at the current session of the General Assembly. She stated that because of the priority for needed change in the current provisions for the county school system the Board had felt an input from the large city superintendents and the officers of the IASA would be of assistance on this matter.[2]

Thirteen superintendents then presented their reasons for not supporting H. F. 291. Only Mr. William Dabb, Superintendent of Ottumwa Community

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[1] Ibid., pp. 9-10.

[2] Ibid., p. 16.

Schools spoke in its favor. "He reported that of the 28 local superintendents in Area XV, 26 indicated full support for this legislation."[1]

> President Shepard asked Superintendent Johnston if he had any comments to make concerning the various presentations. He responded that the problems associated with the county school system were not new or unexpected. He stated that the staff and the Board had worked toward some revision of this level of school administration for many years. He also pointed out that the general reaction through the years of school administrators had been one of apathy to supporting change in this system . . . He stated he hoped that the administrators would be able to reach a common solution to this problem. He stated that education did not need anything to further divide the various factions concerned with the profession. He reviewed attempts he had made through the years to obtain some legislation in this area and the very limited success that had been experienced. He indicated there apparently was nothing like a crisis to obtain some solution to the problem. He felt the Board had a commitment from the new State Superintendent to continue to work toward a solution in this area. It was his opinion that any comments he would make at this time would have little impact on this the total situation. He did feel that the request from local administrators for an additional year of study was reasonable but he was not highly optimistic that they would be able to reach a common solution to this problem.[2]

The conversation moved on to the possible consequences of acting during this session. Federal funds, personnel contracts, and the financing structure were discussed. During this time President Shepard left the room to telephone Senator Conklin informing her of the Board's action.

> President Shepard reported she had been in phone communication with Senator Conklin and she had expressed grave concern over the action taken by the Board in regard to proposing support for the concepts of H. F. 291 Senator Conklin had indicated she felt this action was both irresponsible and unpardonable on the part of the Board. President Shepard reported she would attempt further contact with Senator Conklin on this matter.[3]

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[1] _Ibid._, p. 20.

[2] _Ibid._, p. 22.

[3] _Ibid._, p. 23.

Up to this time, only two area schools, Area X - Cedar Rapids and Area XV - Ottumwa, had openly worked to acquire the K-12 service programs. However, Mr. Ray Stephens, Executive Secretary of the Iowa Council of Area School Boards indicated how the majority of the area schools felt by his statements. He said he would

> . . . like to clarify the position of his organization in regard to some of the comments made during the discussion of the morning . . . It was his opinion that if given a chance to study the specific legislation presently in the schools committee in the Senate, many administrators that had expressed opposition would have some of their concerns alleviated . . . He suggested that it might be possible for representatives of the IASA and the city superintendents to meet with representatives from the Iowa Council of Area Boards over the weekend to resolve some of these problems. It was his feelings that a compromise could be reached and this could be conveyed to the Senate by Monday morning. He indicated that he and the boards he represented were willing to work at any time or any place with the local school administrators in regard to adjustments in this legislation . . .[1]

Superintendent Johnston spoke in opposition to a weekend meeting and the suggestion was dropped. President Shepard thanked everyone for attending and the last threat of passage of the bill in the 1972 session passed.

During the spring of 1972, the Iowa Supreme Court ruled unconstitutional the 1971 session's reapportionment plan. The Court then remapped the entire state on a "one man - one vote" principle. Representative Grassley announced he would seek reelection. Senator Conklin announced she would not run again. The Interim Legislative Committee on School District Structure and Educational Standards continued to meet with the restructuring of Iowa's intermediate school systems as the priority item.

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[1] Ibid., pp. 24-25.

Summary

The establishment of Iowa's sixteen regional educational media centers has depended on the strong support of two levels of educational government; namely, the Department of Public Instruction and Iowa's county school systems. Both agencies were willing to provide support because they saw the establishment of the centers as an opportunity to further their service goals.

The Department of Public Instruction had been concerned with three basic problems: providing equality of educational opportunity for all children, reorganization of local school districts into larger and more efficient units and providing educational leadership to a changing profession.

The county school system had been established in 1858 to provide regulation, leadership and direct services to the thousands of small schools existing in the ninety-nine counties. At the time of their establishment they had served as the "regional concept" of service. As a century passed, however, they became inefficient and uneffective in providing new educational services that contemporary educators viewed as indispensable.

In April 1960 a report entitled Effective Intermediate Units in Iowa was published. This marked the beginning of twelve turbulant years of both DPI and county school personnel actively working for a reformed intermediate level of educational government in Iowa.

In May 1963 Superintendent Johnston called sixteen meetings of local school superintendents under a program entitled "the State Plan for Improvement of Education in Iowa." This was the first attempt to establish "regional concepts" with local school people.

In 1965 the Iowa General Assembly allowed two or more county school systems to legally merge their service areas. They allowed the establishment of a system of regional community colleges and vocational schools, and county school and local school people were involved in establishing boundaries.

At this same time DPI submitted a state plan to the federal office for ESEA Title II monies that used the boundaries of the newly-established community colleges and vocational schools to establish a system of regional educational media centers to receive all federal monies under the program. The county school systems were asked to cooperate by supplying monies for physical facilities and personnel.

Mr. Paul F. Johnston served in the office of State Superintendent of Public Instruction from January 1961 to June 1972. While serving, he exerted as much influence as he could to modernize and strengthen the Iowa school government structure. He was particularly committed to the concept of strong regional educational services agencies and saw the sixteen media centers as an auxiliary to them. Mr. Johnston was succeeded in office by Dr. Robert D. Benton in June 1972. Dr. Benton had committed himself to support the State Board of Public Instruction's expressed desire to see the county school systems replaced with regional educational service agencies.

During the 1971 and 1972 sessions of the Iowa General Assembly the House Schools Committee was active in attempting to reform the structure of the county schools. There is general agreement in Iowa that the county school structure needs to be changed. The problem is lack of general agreement among educators and legislators on the structure needed to continue current services, including the operation of the media centers. It is expected that the problem will be debated in both houses of the Assembly in 1973.

PART II

IOWA'S PLAN FOR ESTABLISHING SIXTEEN REGIONAL EDUCATIONAL MEDIA CENTERS AND THE PROGRAM'S HISTORY

Any person studying Iowa's ESEA Title II plan should become aware of the controversy that has surrounded it since its inception. A knowledge of the points of contention lead to a greater appreciation of the subtilties and nuances of the program's history.

The basic objection to the Iowa plan was simply that the law had been intended to aid local school districts develop building media centers. Many people, particularly media specialists, feared that regional centers would supplant local effort.

The remaining objections fall into three categories.

1. Criticism of the Department of Public Instruction--Administrators wrote the plan with little or no advice from media specialists or classroom teachers. It was claimed that the sixteen regional media centers were designed as a political tool which could be used by DPI to further the cause of their proposed regional educational service agency (RESA). No provisions were made for continuation of the program at the end of its five-year life. No financial support was provided by the state for the administrative support of the centers. There was a lack of leadership exhibited by the Department of Public Instruction and all sixteen centers moved in sixteen different directions.

2. Criticism of the Regional Administration of the Program--Subagency chairmen were slow to recognize the importance of providing media specialists to develop the regional programs. Too many centers began operation with minimal local support for operation. The methods of material selection used were inadequate for building useful collections. The centers were really depositories. Lack of catalogs and delivery systems left the materials unused. Personalities and differences in regional program offerings greatly affected the centers.

3. Criticism and In-Fighting Among Education Professionals--School administrators favored any media program that was easy to administer. They also wanted to replace rental films from the universities with free films. Audio-visual specialists argued that the bulk of regional monies should be spent on non-print materials with books kept in the local buildings. School librarians agreed that the books should be kept in the buildings and opposed the entire concept of regional centers supported by ESEA Title II.

The above criticisms are mentioned to provide a setting for the history that follows. Several arguments favoring the centers will be offered. All the factors involved will be discussed further in the sections entitled "The Controversy that Raged Over the Iowa Program in 1966-67" and "A Subjective Evaluation of the ESEA Title II Plan in Iowa."

The Writing of the Plan

The Elementary and Secondary Education Act of 1965 (ESEA) was enacted as Public Law 89-10 on April 11, 1965 and was funded in October, 1965. The writing procedure of the Iowa Plan, in many ways, increased the controversy surrounding it. It is necessary to understand how the plan was conceived in order to appreciate many of the objections raised by its opponents.

Placing the Plan in Its Departmental Context

The Iowa ESEA Title II Plan must be discussed in context. It must also be seen in proportion to the surrounding issues. Public Law 89-10 had many sections or titles included in it. Most of these were of interest to DPI and several required that state plans be written. The writing alone was a heavy burden for a rather small staff.

Dr. Richard N. Smith comments on the problems faced:

> A review of the state board minutes of April 16, 1964 discloses one of the major problems connected with federal legislation dealing with new educational programs. Congress enacts new legislation which requires the drafting of a state plan. However, the Congress fails to appropriate funds to be used by the state department of education of the respective states to hire additional personnel so that the state plan can be written. This results in adding more responsibilities to an already overloaded staff and the concomitant inadequate preparation of the state plans. To this must be added the effect the passage of the new legislation has on the school districts. The minutes point up this problem as follows:
>
> "Mr. Graeber stated the problems associated with a state plan were almost overwhelming. He indicated the office had been deluged by letters and communications from schools requesting how they could make application for funds and that it was more than a full-time job of the present staff in trying to maintain some semblance of communication with the schools on current problems. This left no time for the solution of the major problem which was to write the state plan itself."[1]

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[1] Richard N. Smith, Development of the Iowa Department of Public Instruction 1900-1965 (Des Moines: State of Iowa, Department of Public Instruction, 1969), pp. 58-60.

These comments were made one year before the massive ESEA bill was enacted.

The years 1963 to 1965 were years of change and rapid growth for the Department. The Department foresaw increases and changes in the staff caused by ESEA. The April and May state board meetings in 1965 were spent on a proposed long-range plan for the organizational structure of the Department. There had been two staffing problems in the past. There was more work to be done than there were people available to do it. Because the staff was overloaded there was no ore with the time to plan and review the Department's operation.

Effective July 1, 1965, the Department experienced a major reorganization. There were to be seven branches each headed by an associate superintendent not responsible for day-to-day operations. These men were to sit as a total group, referred to as "the cabinet," and coordinate the entire operation. A new planning and development staff was to work with the associate superintendents in the initiation of programs.[1] Within this atmosphere, the Iowa plan was produced.

The Writing Procedure

In 1967, DPI published nine mimeographed sheets of paper entitled "Steps Followed in the Development of the Iowa State Plan for Making Available School Library Resources and Other Instructional Materials, Under Sections 201-207 of Title II and Sections 601-605 of Title VI of the Elementary and Secondary Education Act of 1965 P.L. 89-10." This document traces the writing procedure. It does not, however, use the names of individuals and in this way falls short of being satisfactory as a complete record. Hereinafter, it shall be referred to as "the official document."

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[1] Ibid., pp. 60-61.

The official document states that four members of the staff were appointed to develop the Title II plan in May, 1965. They were to represent the areas of audio-visual education, librarianship, and supervision and curriculum (elementary and secondary).[1]

In actuality, the members were chosen by their supervisors in May. On June 3, 1965, William J. Edgar, the Director of the Curriculum Division, sent a memo to four staff members setting the first committee meeting for June 9th. The meeting was not held, however, until June 14th. The four members of the committee were Clifton L. Kessler, Audiovisual Consultant; Max Morrison, Regional Consultant; Gladys Horgen, Elementary Consultant; and Betty Jo Buckingham, Library Consultant.[2]

In addition to the meeting on the 14th, the committee also met on the 16th and 17th of June. The work of this committee, which was primarily advisory in nature, was finished shortly after this time. This committee did not actually write the plan.[3]

At the committee's first meeting the members were told that Iowa's allotment for fiscal 1966 was $1,483,765.00 of which 5% or $74,188.00 could be used by the state for administrative purposes. This left $1,409,577.00 available for distribution.

The provisions of Title II were summarized for the committee as follows:

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[1] Educational Media Section, "Steps Followed in the Development of the Iowa State Plan for Making Available School Library Resources and Other Instructional Materials, Under Sections 201-207 of Title II and Sections 601-605 of Title VI of the Elementary and Secondary Education Act of 1965 P.L. 89-10" (Des Moines: State of Iowa, Department of Public Instruction, 1967), p. 1. (Hereinafter referred to as "Development of the State Plan.").

[2] Letter from Betty Jo Buckingham, Library Consultant, State Department of Public Instruction, Des Moines, May 25, 1971.

[3] Ibid.

This title provides for a 5-year program to make available for the use of school children school library resources and other printed and published instructional materials including textbooks. A state plan would provide for a method of making available materials for the use of all school children in the State. Title to all of these materials and control and administration of their use would be vested only in a public agency. Materials purchased with federal funds would, when made available for use of students in non-public schools, be the same as those used and approved for use in the public schools of the State.[1]

The committee's assignment was to:

1. Survey the quantity and the availability of and needs for library resources for children and teachers.
2. Determine the extent of and assign priorities to the need for textbooks in the school.
3. Survey the availability of and need for other printed and published instructional materials.
4. Consider possible alternatives for making available textbooks and materials acquired under this title to the children and teachers in the State.[2]

Two days later, on June 16th, the committee met again. Apparently, the committee had finished its homework from the 14th. During this session the committee made a careful study of the provisions of the federal legislation that established the plan, and studied the guidelines issued by the U. S. Office of Education. It also considered what the official document classifies as "alternatives."

1. Would it be possible to put library books in an area center? Transportation would be a problem in an area center. An area center would constitute a depository rather than a library.
2. Would it be possible to give materials to schools and let these schools store the materials or would this create a storage problem for the schools?
3. Would it be possible to set up regulations so that before schools can receive materials they must have a central library?
4. Under Title II would schools have a tendency to take their books from a central library and put them into room libraries?

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[1] Educational Media Section, "Development of the State Plan," p. 1.

[2] *Ibid.*, pp. 1-2.

5. Would it be possible and/or desirable to set up standards to eliminate money going to poor schools?
6. What do we have in the state that would resemble a regional center?[1]

At the committee meeting on June 17th, the official document indicates the three following principles were established:

1. Duplication of materials made available under other provisions (National Defense Education Act of 1968, for example) should be avoided.
2. Textbooks should be at the bottom of the list of priorities.
3. The concept of area centers--all aspects of the problem considered--should be studied as the way to organize Title II services in Iowa.[2]

With the conclusion of this meeting, the major work of the four committee members was officially finished. However, it is probable that their opinions were asked concerning various aspects of the developing plan as time went on, if only informally in the cafeteria. The DPI staff would have been in daily contact and Mr. Kessler would eventually serve as the first chief of the Title II-created Educational Media Section. Even so, the effect of this committee's work on the final state plan must be considered minimal.

The plan would later be criticized for being a product of school administrators rather than media specialists. This criticism has validity when one considers the remainder of the writing procedure.

The official document states:

> The cabinet of the Department, composed of the assistant superintendents and the associate superintendents, devoted several sessions to a consideration of Iowa's plan for the administration of Title II materials.
>
> In consideration of the small allocation per pupil that could be made available in each location if each individual school district were designated as the cooperating local agency

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[1] Ibid., p. 2.

[2] Ibid.

> and as a means of more effectively handling the problems associated with the requirement that non-public as well as public school pupils and teachers must be served, the cabinet recommended that the provisions of Title II should be implemented on an area or regional basis.
>
> . . . .
>
> The state superintendent of public instruction assigned the writing of the tentative plan to the assistant superintendent for administration and a member of the planning and development staff.[1]

The two indicated authors were Walter Edgren, Assistant Superintendent for Administration and Wayland Osborn, Consultant, Planning and Development. Dr. Osborn had the primary responsibility for the actual writing and final editing.[2]

As late as September 21, 1965, there is evidence that the State Plan for Title II was still in its preliminary stages. On that date, the Advisory Council and the Coordinating Committee for the Improvement of Education in Iowa met in Des Moines. The minutes of the meeting state:

> Considerable time was spent on reviewing the Elementary and Secondary Education Act of 1965, Public Law 89-10.
>
> . . . .
>
> Title II-Provides for the distribution of funds to states for the acquisition of library resources including textbooks and audio-visual materials. State plans must be formulated which will outline the criteria to be used in determining the relative need of children and teachers in public and private, elementary and secondary schools. The title to materials purchased with ESEA grant funds must be retained by a public agency, but the needs of children attending private schools are to be considered. The state agency may retain control of the funds, make allotments to local school districts or establish depositories with a lending library system. Projected allocation for Iowa: $1,483,765.00.[3]

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[1] Ibid., p. 3.

[2] Wayland W. Osborn, telephone interview held during April, 1969.

[3] Arthur Anderson, "Minutes of the Meeting of the Advisory Council and the Coordinating Committee for the Improvement of Education in Iowa" (September 21, 1965), pp. 1-2.

This seems to have been the extent of discussion relating to Title II. The minutes indicate there was more discussion of Title I, since it was a local school program. The regional center concept as it later developed for Title II was not mentioned.

The fact that the Advisory Council was in its infancy was indicated by Paul Johnston saying, "he would like this group to meet regularly during the year and hoped to get a plan approved to pay members' expenses."[1]

A tentative state Title II plan was prepared. The official document briefly outlines the main provisions:

> A sub-administrative unit in the Division of Curriculum of the Curriculum and Supervision Branch of the Department will have the primary responsibility for the execution of this program. This sub-administrative unit is to be known as the Educational Media Section.
>
> A state Title II Advisory Committee will be appointed and utilized to study existing standards and make recommendations for new or revised standards relating to Title II resources.
>
> Title II resources acquired under this plan will be made available through designated regional public sub-agencies. These sub-agencies will be composed of one or more public county school systems. They will be designated by the Department so that all the territory of Iowa will be served. The designated regional public sub-agencies will be determined on the basis of a cooperatively developed plan whereby one regional agency will be designated to serve the area comprising each of the State's Area Districts for the Improvement of Education in Iowa Schools. Each such sub-agency will assume responsibility for the acquisition, display, and loan of an equitable amount of resources to all public and private elementary and secondary school teachers and children whose schools are located within the geographic area served by it.
>
> Each sub-agency will establish for its geographic area a Title II advisory committee composed of professionally competent personnel of the type described in this plan.[2]

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[1] *Ibid.*, p. 2.

[2] Educational Media Section, "Development of the State Plan," pp. 3-4.

At that time Iowa's Advisory Council (described in greater detail in Part I) was composed of the eighteen individual chairmen representing the school administrators in the eighteen areas. Area boundaries were later drawn to correspond with the area vocational schools and community colleges and the number decreased to sixteen. The Coordinating Committee added members representing the graduate schools of four Iowa universities and officers from the Iowa Association of School Administrators. The official document states:

> The Advisory Council and the Coordinating Committee for the Improvement of Education in Iowa reviewed the tentative plan and made suggestions at a meeting held on December 16, 1965. It was decided also that the plan should be discussed in each of the regions of the state and that a poll should be taken regarding the plan. At the next meeting, January 21, 1967 [1966], a check-up on this "homework" was taken. One of the 18 chairmen was absent and one reported that his group did not discuss it. Ten were in favor of the plan, three were neutral, and three were opposed to it.[1]

Although it would be of great interest, the poll of the areas was not recorded by area number or name. An official record of the areas opposing or supporting the plan does not exist.

The final plan was drawn. The official document further states:

> The final version of Iowa's plan was prepared on the basis of suggestions received at the meetings . . . but no change in the basic regional approach had been needed.[2]

The "homework" carried out by the Advisory Committee on January 21, 1966, was rather anticlimactic for:

> On January 3, 1966, the State Board of Public Instruction adopted the final version of Iowa's plan for Title II.
>
> . . . .
>
> Formal presentation of A State Plan for Making Available School Library Resources and Other Instructional Materials, Under Sections 201-207 of Title II and Sections 601-605 of

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[1] Ibid., p. 4.

[2] Ibid., pp. 4-5.

> Title VI of the Elementary and Secondary Education Act of 1965 P.L. 89-10 to the U. S. Office of Education was made on February 1, 1966.[1]

On February 16, 1966, Paul Johnston sent letters to the sixteen selected sub-agency chairmen. The body of the letter read:

> We are calling a meeting here at the Department at 10:00 a.m. on Thursday, February 24, for the purpose of making plans to implement Iowa's State Plan for Making Available School Library Resources, and Other Instructional Materials, under Title II of the Elementary and Secondary Education Act. This plan has been tentatively approved by the U. S. Office of Education.
>
> According to this plan the resources will be made available for use through designated regional public sub-agencies. You are being invited to serve as the county superintendent who will help establish one of these multi-county subagencies in your region.
>
> Since Iowa's allotment of funds for fiscal 1966 needs to be encumbered before June 30, if it is to be used, there is a degree of urgency attached to this meeting.[2]

> After several written and oral exchanges of information and explanations and certain amendments and re-wordings required by federal officials to comply with the latest version of the official guidelines had been completed, the plan was finally approved on April 1, 1966, effective from February 4, 1966 the date of its receipt.
>
> . . . .
>
> Almost the entire 1965-1966 school year was devoted to the "tooling-up" process. While Public Law 89-10 was enacted on April 11, 1965, the funding did not occur until October, 1966 [1965]. Furthermore, as the foregoing chronology demonstrates, it was simply impossible to get the Iowa plan completed, filed, and approved until late in the year. Consequently, the first year's activities had to be telescoped very severely.[3]

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[1] Ibid., p. 5.

[2] Based on a letter sent by Paul F. Johnston, State Superintendent of Public Instruction, to selected county superintendents dated February 16, 1966.

[3] Educational Media Section, "Development of the State Plan," p. 5.

The Official Iowa ESEA Title II Plan

The following section is composed of quoted segments of the official state plan. The segments have been freely rearranged and the headings supplied by the writer of this paper. Indicated quotations, however, are verbatim. The page numbering indicated in the footnotes is based on the State Department of Public Instruction's publication of the plan--numbered 12650DPE-50.

The State Department of Public Instruction's Relationship to the Plan

> The name of the State Educational Agency is the State Department of Public Instruction whose official address is State Office Building, Des Moines, Iowa 50319 and this agency is the sole agency responsible for the administration of the State plan and for dealing with the Commissioner with respect to the plan. This agency qualifies as the State Educational Agency because it has the general supervision and control of public and certain specified supervision and control of private education within the state.[1]
>
> Iowa Code, Section 283.1 Federal funds accepted
>
> The state board of public instruction is hereby designated as the "state educational authority" for the purpose of accepting and administering such funds as may be appropriated by Congress for educational purposes and all such funds shall be deposited with the treasurer of state and disbursed through the office of state comptroller on vouchers audited as provided by law . . . .[2]
>
> Administration of program from State to local level
>
> The State Department of Public Instruction will administer the program directly to designated regional public sub-agencies which, in turn, will assume the responsibility for administering the program locally for the teachers and children within the school districts comprising said region.[3]

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[1] Iowa, Department of Public Instruction, State Plan for Making Available School Library Resources, and Other Instructional Materials, under Sections 201-207 of Title II and Sections 601-605 of Title VI, P.L. 89-10 (Des Moines: Department of Public Instruction, 1965), p. 2.

[2] *Ibid.*, p. 7.

[3] *Ibid.*, p. 14.

Public agency retaining title

The general type and functions of the public agency which will retain title to the resources, books, and materials are: (1) the Iowa State Department of Public Instruction is the legally designated State agency having general supervision over public elementary and secondary education and, to a somewhat more limited degree, the non-public elementary and secondary schools; and (2) the Department, as described in this State plan, will assume general responsibility for the administration of Title II activities and retain title to the resources acquired under its conditions.[1]

Functions of agency for administration of State plan

The functions of the State Department of Public Instruction as the sole agency for administration of this State plan will be: (1) the development and continuous revision and evaluation of standards relative to Title II resources; (2) the dissemination of information to, and orientation of education specialists responsible for the acquisition of Title II resources; (3) the conduct of in-service programs to improve instruction, selection policies and procedures; (4) the collection and evaluation of data from local school districts; (5) the development of administrative procedures for the acquisition of resources and fiscal control and accounting; (6) the development, distribution, and evaluation of project applications; and (7) the development of handbooks, brochures and other publications necessary to accomplish the objectives of the program.[2]

The official titles of the officers and administrative units within the State educational agency who will administer the plan are the State Superintendent of Public Instruction under the control and supervision of the State Board of Public Instruction, the Assistant Superintendent of the Instruction Area, and the Assistant Superintendent of the Administration Area.

The sub-administrative unit of the Curriculum and Supervision Branch which will have primary responsibility for the execution of this program is the Educational Media Section which will be staffed as described in 3.21-2 of this plan.[3]

Staffing pattern

The staffing pattern to be followed will consist of personnel of (1) administration and coordination, and (2) for execution.

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[1] Ibid., p. 29.

[2] Ibid., pp. 4-5.

[3] Ibid., pp. 3-4.

Administration and coordination

The State Superintendent of Public Instruction will administer and coordinate the program set forth in this plan through the office of Assistant Superintendents, the Associate Superintendent of Curriculum and Supervision, and the Director of the Division of Curriculum, with immediate responsibility for execution of this program resting with the Educational Media Section.

Staffing pattern and qualifications of personnel having primary responsibility for execution of program

The Educational Media Section of the Division of Curriculum, with a Chief, Audio-Visual Services Consultants, and Library Services Consultants will have immediate responsibility for execution of the program, supported by adequate clerical staffing.

Present staffing consists of an Audio-Visual Services Consultant and a Library Services Consultant. A Chief of Educational Media Services will be added to the existing positions.

The qualifications for the Chief of Educational Media Services shall include a master's degree in education plus five years of experience in a position involving responsibilities relating to educational media services. The Audio-Visual Services Consultant to be added to the staff shall hold a master's degree in education (preferably in audio-visual education or in audio-visual education and library science combined); however, consideration will be given to a holder of a master's degree in education who has a concentration of training and experience in the media field. The Library Services Consultant to be added to the staff shall hold a master's degree in library science or in audio-visual and library science combined. Each of these consultants shall have had at least three years of experience in a position including educational media services.

Included in the staffing will be a person designated as Title II Associate who will have the responsibility under the direction of the Chief of Educational Media Services, for the administrative flow and control of applications for program grants.

The Title II Associate must hold a bachelor's degree and be qualified either as a certified public secretary or as a high-school office occupations teacher.[1]

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[1] *Ibid.*, pp. 16-17.

The Regional Public Sub-Agencies

How materials are to be made available for use

Title II resources acquired under this plan will be made available through designated regional public sub-agencies. These sub-agencies will be composed of one or more public county school systems. They will be designated by the Department so that all the territory of Iowa will be served. The designated regional public sub-agencies will be determined on the basis of a cooperatively developed plan whereby one regional agency will be designated to serve the area comprising each of the State's Area Districts for the Improvement of Education in Iowa Schools. Each such sub-agency will assume responsibility for the acquisition, display, and loan of an equitable amount of resources to all public and private elementary- and secondary-school teachers and children whose schools are located within the geographic area served by it.

Each sub-agency will establish for its geographic area a Title II advisory committee composed of professionally competent personnel of the type described in this plan. (See page 4, 1.26) Representation from public and private schools within the designated regional public sub-agency of which they are a part will be included on this sub-agency advisory committee.[1]

Cooperative planning between designated regional public sub-agency and school officials--both public and private

The designated regional public sub-agency which acquires Title II resources under the conditions of this State plan will be responsible--within guidelines to be supplied by the Iowa State Department of Public Instruction--for engaging in cooperative planning with public and private school officials within the geographic area served by each sub-agency. This planning will be characterized by attention to the following: (1) the criteria for relative need (3.31-1, 2, 3, 4) as outlined in this plan; and (2) procedures whereby all resources acquired under this plan may be made fully accessible and be shared equally by all children enrolled in public and private schools and their teachers.[2]

The Formula for Distribution of ESEA Title II Funds

Formula for equitable distribution of funds throughout the State

In order to assure equitable distribution of funds throughout Iowa, the Department of Public Instruction will allocate 30 percent of the monies on a per-census-child basis and 70 percent on a taxable-wealth-per-census-child basis.

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[1] *Ibid.*, p. 5.

[2] *Ibid.*, p. 21.

a. On the basis of per-census-child--The total number of children included in the school census for each district located within each designated regional public sub-agency whether they be attending a public or private school will be determined from records in the Department of Public Instruction. Thirty percent of the total Title II monies allocated to Iowa for fiscal 1966 will be distributed on this basis.

b. On the basis of taxable wealth-per-census-child--Seventy percent of Iowa's total Title II allocation for fiscal 1966 will be distributed to the designated regional public sub-agencies on the basis of taxable wealth-per-census child. The sub-agencies will be ranked in order of wealth-per-census child and divided into four groups.

The top one-fourth of the designated sub-agencies thus ranked will receive no allocation according to this formula; the second one-fourth will receive 20 percent of this 70 percent portion of Iowa's total allotment; the third one-fourth, 30 percent; and the bottom one-fourth 50 percent.

Beginning in fiscal 1967, based on information to be gathered yet during fiscal 1966, the relative need index will be refined by the addition of factors which take in to account the ratio of the quantity of school library resources available to the quantity of school library resources needed by the children and teachers to facilitate the type of instructional program desired by a local school or school system including private schools.[1]

Types of Resources to be Acquired

Criteria to be used in determining the proportions of the State's allotment which will be expended for school library resources and other printed and published instructional materials

It is estimated that the expenditure will be distributed as follows: 40 to 50 percent for library resources; 30 to 50 percent for other printed and published instructional materials. Of the latter category, 10-20 percent will be spent for audiovisual materials. This estimate is based on the professional judgment of the regional consultants who by law have been required to visit both public and private schools during the current fiscal year. A study will be made by the Educational Media Section to determine the degree of balance among the categories revealed by the purchase applications which are approved. If the results of this study when correlated with factors such as need and rate of use, show it to be desirable, this State plan will be amended for fiscal 1967 to include other percentage ranges in order to meet the needs as evaluated of each category of Title II resources. Textbooks will not be included this fiscal year because they are a low priority need in Iowa.[1]

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[1] *Ibid.*, pp. 19a-20.

Guarantee of Local Maintenance of Effort

The designated regional public sub-agency receiving a grant based on an approved purchase order will further provide satisfactory assurance, through the instrument of application, that the public and private schools making use of Title II resources through borrowing from said designated regional public sub-agency will expend, during the fiscal year for which the grant is requested (from funds other than those received under this Title and other federally funded programs), for resources an amount not less than the annual amount it has expended per capita for such resources during the most recent fiscal year for which such information is available with adjustments to discount extraordinary, non-recurring expenses during the base period. This information, in turn, will be made available to the U. S. Office of Education in the annual report of the Department.[2]

Relationship with Public Library Programs

Assurance that funds for Title II resources will not supplant functions of the public library system of the State

The system of reporting described in 3.71 will be used to assure that Federal funds made available to the State under Title II will not be used to supplant or duplicate functions of the public library system of the State.[3]

Persons Eligible to use Title II Resources

Method of distribution

Title II materials acquired by each designated regional public sub-agency under this State plan will be made available to all teachers and children in the public and private elementary and secondary schools located within the boundaries of the geographic area served by said agency.

3.41-9 Continuing selection process

Selection should be a continuing process throughout the school year.

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[1] *Ibid.*, p. 26. [2] *Ibid.*, p. 28. [3] *Ibid.*

3.41-10 Written selection policy

> A written selection policy governing the evaluation and selection of school library resources should be developed.[1]

The criteria for audio-visual resources is identical to the criteria for library resources with the following paragraph substituted for 3.41-6 "Quality of Format."

3.42-6 Quality of technical features

> Technical quality should be given careful consideration with particular attention to satisfactory visual image, clear and intelligible sound reproduction, effective use of color, synchronization of sound and visual images and cost.[2]

3.43 Criteria for the selection of printed and published materials other than library and audio-visual resources

> Note: Iowa does not have a statewide system whereby school textbooks are supplied for pupils enrolled in local schools. Therefore, this State plan makes no reference to textbooks as a separate category. However, since textbooks and other printed and published instructional materials are regarded as eligible items for acquisition by designated regional public sub-agencies and, in turn, as available for loan for use by all public and private elementary and secondary teachers and pupils, the following criteria for their selection have been made a part of this State plan:[3]

The criteria established in this section included the following:

3.43-5 Quality of content

> Quality of content, as well as pertinency to the instructional program, should be given careful consideration, with particular attention to the following sub-criteria:
>
> Each teacher will be eligible to check out materials for use by him and, when judged by him as appropriate for use in instruction, by his children. These materials will be available from the sub-agency for a loan period of not to exceed three months, and subject to one renewal for three months subject to the absence of a demand for any non-duplicate item or items among them filed by another eligible teacher during the first loan period.

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[1] *Ibid.*, pp. 21-22. [2] *Ibid.*, p. 23. [3] *Ibid.*, p. 24.

The teachers who check out such materials will, in turn, make them available to their children in accordance with their schools' policies and rules, and instructional activities being carried on.[1]

Placement and organization of materials for use

Resources acquired will be placed and organized according to facilities available and consistent with educational program need.[2]

Criteria to be Used in the Selection of Resource

Selection of resources

Resources will be selected by the designated regional public sub-agencies in accordance with the criteria established by the State department and set forth in 3.4 of this plan.[3]

Criteria for the selection of school library resources (exclusive of audio-visual materials)

The designated regional public sub-agency will be required to show in its purchase application that the following criteria have been considered in determining the library resources (exclusive of audio-visual materials) to be acquired. In each case the selection should be based upon:

3.41-1 Curriculum

Selection should be based upon knowledge and understanding of the basic curriculum and other aspects of the instructional program.

3.41-2 Needs of children and teachers

Selection should be based upon knowledge and understanding of the needs of the children and teachers to be served.

3.41-3 Cooperative efforts of professional personnel

Selection should be based upon the cooperative efforts of and consultation among professionally qualified educational media specialists (school librarians and audio-visual specialists for example) and teachers.

3.41-4 Evaluation prior to purchase

School library resources should be evaluated, to the extent possible, before recommendation for purchase is made by the professional staff.

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[1] Ibid., pp. 30-31. [2] Ibid., p. 15. [3] Ibid., p. 14.

3.41-5 Quality of content

Quality of content, as well as pertinency to the curriculum, should be given careful consideration, with particular attention to accuracy and recency of factual information, readability, interest level, qualifications of authors, appropriateness to levels of instruction, impartiality on controversial subjects, dimension as to present resources, balance, logical development, imaginative and well-organized presentation.

3.41-6 Quality of format

Quality of format should be given careful consideration, with particular attention to quality of typography, technical reproduction of illustrations, effective use of color, binding, excessive use of illustrations, and pertinence of pictures or illustrations to the text.

3.41-7 Standard selection tools

Reliable professional selection tools, lists and reviewing media should be used as guides. (Lists issued by the American Library Association, the National Audio-Visual Association, Department of Audio-Visual Instruction of the National Educational Association, the Iowa State Department of Public Instruction, and other lists and sources of comparable quality approved by the Department from time to time will be regarded as acceptable for the selection of Title II resources.)

3.41-8 Balance among needs

Selection should be systematic so that school library resources will be balanced in terms of curriculum needs, and the needs and interests of individual children and teachers.

a. Has the material (book, chart, poster, or other printed and published items) been copyrighted within the past five years?

b. Is the author (or authors) qualified to write on this subject?

c. Is the material adaptable to existing patterns of instruction?

d. Is the information presented accurate?

e. Is the material objective and impartial in its treatment and free from bias or prejudice?

f. Is the format of high quality as to typography, arrangement of materials, design, size and margins?

g. Is the material appropriate to the grade level as to vocabulary, sentence structure, and organization?

h. Does the material when printed and published in book form contain supplementary aids to learning, when desirable and necessary, such as a table of contents, introduction, study activities, exercises, questions, problems, selected references, bibliography, index, glossary and appendixes?

i. Do the materials printed and published in book form include appropriate illustrative materials such as pictures, maps, charts, graphs, and diagrams which clarify the text and enrich the content?[1]

Evaluation of Local School Library Resources and Present Needs

5.21-1 Evaluation of resources owned by individual schools

Each designated regional public sub-agency will collect data from each public and private elementary and secondary school within the geographic area served by it relative to the strengths and weaknesses of the instructional materials already owned. The evaluative tool to be used for this purpose will be supplied by the Iowa State Department of Public Instruction. This tool will be based on the form suggested by the Federal Guidelines for Sections 201 through 207, Public Law 89-10, Appendix I.

This tool will include a section for each school to list specific items which, in the judgment of its teachers, should be included in the purchase application by the designated regional public sub-agency.

The purchase application must be accompanied by the tabulated summary of this evaluative information collected by the designated regional public sub-agency. The application will be evaluated in terms of the degree to which the materials proposed for purchase have been selected so as to meet weaknesses revealed by the evaluative tool specified by the Department.[2]

Application and Purchase Procedures

The sole agency eligible to submit purchase applications under this plan is the designated regional public sub-agency. (See 1.27-3.)

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[1] Ibid., p. 26.

[2] Ibid., p. 31.

Title to all materials and resources purchased will be retained by the Iowa State Department of Public Instruction. Each Title II item will either be stamped or labeled: "Property of Iowa State Department of Public Instruction."

Advance payment of not to exceed 75 per cent of estimated purchase costs, including, processing, cataloging, and delivery of library and other printed and published instructional materials may be made upon approval of application. The balance of the above costs will be paid upon approval of a claim filed by the designated regional public sub-agency.[1]

Preparation, submittal, review and approval of purchase applications or requests

Purchase application forms will be distributed to all designated regional public sub-agencies by the Department together with an administrators' handbook containing instructions and guidelines to assist in the preparation of such applications. Each purchase application must be accompanied by evidence that the materials to be purchased have been recommended by the designated regional public sub-agency's Title II advisory committee in terms of the criteria for selection outlined in this State plan. Applications will be submitted to the Educational Media Section of the Department where they will be evaluated, approved or disapproved, and processed.[2]

Purchase or application approval procedure

Each designated regional public sub-agency will file a purchase application with the State Department of Public Instruction in accordance with the conditions outlined in this State plan and set forth in the application developed by the Department.

The Educational Media Section of the Department will review and approve or disapprove each purchase application in terms of the provisions of this plan, subject to the approval of the State Superintendent of Public Instruction. When an application is disapproved, the reasons therefor will be stated and a renewed application invited. When an application is disapproved, appeal may be made to the State Superintendent of Public Instruction who, after hearing such appeal, will refer the matter to the State Board of Public Instruction with his recommendation for final decision.[3]

Upon receipt of approval from the State Department of Public Instruction, the designated regional public sub-agency will prepare purchase orders, acquire the approved resources, and be reimbursed therefor and for processing costs in accordance with procedures given in 3.15 of this plan. These costs will be allowed in terms of criteria included in the purchase application. An advance payment not to exceed 75 per cent of the estimated cost of the approved application may be made on request of the sub-agency.[1]

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[1] *Ibid.*, pp. 32-33. [2] *Ibid.*, pp. 14-15. [3] *Ibid.*, p. 31.

Expenditures allowable for the delivery, processing, and cataloging of school library resources and other printed and published instructional materials

Expenditures allowable for the delivery, processing, and cataloging of Title II resources acquired by a designated regional public sub-agency (but with title being held by the Iowa State Department of Public Instruction as recorded in the inventory) will include the price of the materials, shipping costs and reasonable processing and cataloging expenses, providing the cost per item does not exceed one dollar ($1). (See 3.15 and 3.16 of this State plan.)

The Department will require that the purchase application describe the arrangements made by the designated regional public sub-agency in processing materials and that the estimated total costs of such processing, and delivery to the sub-agency be included. The Department will allow a 10 per cent margin over the estimate in approving the final claims, provided advance approval of an amended estimate has been given.

The designated regional public sub-agency will not be reimbursed for costs associated with the display, loaning, or delivery of Title II resources to teachers and children.[2]

Expenditures by local agencies occur upon the date of execution of documentary evidence of a binding commitment for the acquisition of goods by purchase order or contract, as adjusted to the net amount actually paid. Obligations by purchase order or contract must be incurred during the fiscal year in which the project was approved. The obligation method of accounting will be used. Liquidation of all obligations will be made by the end of the fiscal year following the fiscal year in which the obligation was incurred.[3]

Processing of Materials

Processing library resources

Library resources will be cataloged and processed. A catalog or inventory card will be prepared in duplicate in accordance with a format approved by the State Department of Public Instruction. One copy of this card shall be filed at the designated regional public sub-agency, and the duplicate shall be filed with the Department.

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[1] *Ibid.*, p. 15. [2] *Ibid.*, p. 33. [3] *Ibid.*, p. 11.

Processing audio-visual resources

Audio-visual resources will be cataloged and processed by assigning and affixing an identifying inventory number plate to each item or container thereof. A catalog or inventory card will be prepared in duplicate in accordance with a format approved by the State Department of Public Instruction. One copy of this card shall be filed at the designated regional public sub-agency, and the duplicate shall be filed with the Department.[1]

Right of Recall

The public agency retaining title to the school library resources, and other printed and published instructional materials made available under this plan shall reserve the right to recall or replace any such items made available for the use of children and teachers in the elementary and secondary schools of the State. The following are the conditions under which the recall and replacement procedures of the title-retaining public agency shall function:

a. Recall for renewal of collections.
b. Recall on basis of violations of the provisions or intent of the title.
c. Recall by reason of significant changes in status of designated regional public sub-agencies which merit a redistribution of items (e.g. the absorption of one or more county school systems already comprising a designated regional public sub-agency as defined in 1.27-3 of this plan into a new merger of county school systems.
d. Replacement of worn-out items.[2]

Exclusion of Religious Worship Materials

Exclusion of Federal funds made available for purchase of materials used in religious worship

Each purchase application will specify that none of the resources proposed for acquisition under this State plan are to be purchased for use in instruction in religious worship.[3]

Public sub-agencies (see 1.27-3 of this plan) will be involved in the administration of the Title II program only to the extent necessary to insure the acquisition, display, and loan of an equitable amount of resources to private school children and teachers.[4]

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[1] *Ibid.*, p. 15. [2] *Ibid.*, p. 44. [3] *Ibid.*, p. 28. [4] *Ibid.*, p. 5.

The Development and Continued Revision of Standards

Development and revision of standards; coordination of Title II with Titles I and III of Public Law 89-10, and leadership of designated regional public sub-agencies and local public school districts

The existing staff members (Audio-Visual Services Consultant and Library Services Consultant) provide consultative and evaluative services to public schools relating to audio-visual and library services, develop publications and exercise statewide leadership through regional and State conferences, meetings, demonstrations, and workshops. The Educational Media Section will continue these services.

In addition, this Section will participate in: (1) the development and revision of standards and criteria relating to the selection and use of Title II resources, (2) the development and revision of school audio-visual and library standards, (3) the development of forms and publications related to the program, (4) the coordination of Title II with Titles I and III of Public Law 89-10, and (5) the task of leadership and guidance of designated regional public sub-agencies in the discharge of their responsibilities under this State plan as the resources provided under it are made available to children and teachers in public and private elementary and secondary schools in the State.[1]

State administrative review and evaluation

The Iowa State Department of Public Instruction will establish the following procedures for an annual review of the administrative and supervisory practices associated with the administration of this plan: effectiveness of the Department's internal administrative and supervisory functions as to the efficiency and quality of service to the designated regional public sub-agencies and, in turn, to all children and teachers located within the geographic area served by each of these agencies. This appraisal will be given attention to procedures of approval for purchase applications, provision for in-service training, dissemination of information, and evaluative techniques.[2]

Additional methods of annual study of procedures

The annual review and evaluation of the procedures used in the administration of this State plan will give attention to the following items:

a. Development and revision of standards and criteria for the acquisition of Title II resource materials.

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[1] _Ibid._, p. 17. [2] _Ibid._, p. 9.

b. Study and redefinition of "relative need" of resource materials.

c. Study of effectiveness of methods of making resource materials available to all children and teachers in both public and private elementary and secondary schools.

d. Collection of data through determination of status of school libraries, audio-visual centers and resources, and other instructional materials as a basis for the revision of standards and the redefinition of "relative need."[1]

e. Study and evaluation of information tabulated from approved purchase applications.

f. Analysis of uniform annual report to be required of each designated regional public sub-agency responsible under this State plan for acquiring and making resource materials available to all children and teachers in all public and private elementary and secondary schools located within the geographic area served by such sub-agency.

The uniform annual report required of each designated regional public sub-agency as described in this plan (1.27-3) and which is the recipient of a grant will include: (1) accountability for resources acquired; and (2) report of the: (a) extent of improvement in quantity and quality of school library resources, facilities, services, and staffing, (b) extent of improvement in the removal and replacement of obsolete instructional materials, (c) increase in the level of local expenditures for Title II resources, (d) effect of Title II on teaching techniques and approaches to learning, (e) change in curriculum development and enrichment as a result of increased Title II resources, and (f) pupil achievement.[2]

Reports regarding effectiveness of use

The designated regional public sub-agency which is responsible for the distribution of Title II resources as described in 5.1 of this plan will secure reports from each of the public and private elementary and secondary schools served by said agency regarding the effectiveness with which these resources are being used. These reports will be collated and the resulting information will be submitted to the Iowa State Department of Public Instruction annually.[3]

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[1] Ibid. [2] Ibid., p. 10. [3] Ibid., p. 27.

The State Title II Advisory Committee

The composition of the State Title II Advisory Committee will be characterized by the selection of outstanding professional members of teaching, administrative and/or supervisory staffs of schools, colleges, or libraries, as well as other personnel whose recognized competencies relate to this title. This Advisory Committee will be appointed by the State Superintendent of Public Instruction.

This Advisory Committee, when appointed, will serve in an advisory capacity concerning State activities carried on under Title II, Sections 201-207, inclusive, and under Title VI, Sections 601-605, inclusive. The duties of this Advisory Committee will include: the study of existing standards relating to school libraries, school library resources (including audio-visual materials), developing new standards and revising old standards, and making formal recommendation of their adoption in Iowa; and the study and revision of criteria governing the administration of Title II in Iowa.[1]

Use of State Title II Advisory Committee

The State Title II Advisory Committee (see 1.26 for composition of this group) will be called into session periodically during fiscal 1966, and will be charged with the responsibility for making specific recommendations and reports as to the development and revision of standards for Title II materials and their use. Appropriate State Department staff will meet and work with the Advisory Committee.

State Department guidance and leadership

The State Department of Public Instruction will exercise proper and necessary guidance and leadership during the development and revision of new standards for Title II materials, and the results of these activities will emerge as an official document adopted by the State Department of Public Instruction and approved by the State Board of Public Instruction.

Terms in which the study and revision of standards will proceed

The study and revision of standards will proceed in terms of items such as the following:

a. Quantitative measures--such as size of basic collections, number of books or titles per pupil, and annual expenditures which take into account relative need and equitableness.

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[1] Ibid., p. 4.

b. Qualitative measures--such as appropriateness of materials to the instructional program, recency of information, adaptability to pupil needs and interests, technical quality, quality of format, and strong selection policy.

c. Staffing--the need for adequate and qualified personnel (professional and non-professional).

d. Facilities--the need for adequate space and equipment to permit more effective utilization of resources.

e. Program--such as the use of Title II materials as related to instructional techniques, accessibility, and the effectiveness of adequate amount of Title II materials in the instructional program.

Procedures to be used

As deemed desirable, procedures such as the following will be followed: (1) assessment by the staff of the State agency of the degree of change in existing quantitative and qualitative State standards for school library resources and other instructional materials made possible by this program; (2) involvement by the State agency of State committees of local school curriculum and school library supervisors as well as school librarians and teachers, in the process of revising standards for materials; and (3) consideration of the needs of the schools of the State for school library personnel and facilities for the administration of school library resources.[1]

Support of the Plan by the State Superintendent

It is probable that at this point in time, no one remembers who had the original idea of setting up the regional system that made Iowa's ESEA Title II Plan unique. Most critics of the plan believe its founder to be Paul F. Johnston, State Superintendent of Public Instruction. He has made public statements that would tend to support this, but one of the best administrative techniques for gaining support of a new idea is to encourage superior officers in their belief that they were the originators of the thought. This may be the case here.

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[1] Ibid., pp. 18-19.

The document entitled "Steps Followed in the Development of the Iowa State Plan for Making Available School Library Resources and Other Instructional Materials" tells us that the four members' final recommendations in June of 1965 included the statement:

> 3. The concept of area centers -- all aspects of the problem considered -- should be studied as the way to organize Title II services in Iowa.[1]

The fact that this document was published after April 28, 1967, makes this statement highly suspect. By this time the program was under heavy attack. One of the complaints being made was that "administrators" had designed the regional plan. The aforementioned statement may have been added to the outline to show that the consultants had originally mentioned the possibility.

At the September 21, 1965, meeting of the Advisory Council and the Coordinating Committee, the Federal Title II program was explained in these terms:

> The state agency may retain control of the funds, make allotments to local school districts or establish depositories with a lending library system.[2]

This may have hinted at what was being considered, but it is rather weak evidence.

Throughout this writer's search for the original idea of the plan, she was told that the New York State Plan had had considerable influence on the Iowa Plan. This did not sound logical until the copy of the New York State Plan on file at DPI was examined.

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[1] Educational Media Section, "Development of the State Plan," p. 2.

[2] Arthur Anderson, "Minutes of the Meeting of the Advisory Council and the Coordinating Committee for the Improvement of Education in Iowa" (September 21, 1965), pp. 1-2.

The New York Plan was approved by the U. S. Commissioner of Education on October 22, 1965. It is not known when a copy was sent to Des Moines, but entire sections of it were used to meet the various writing requirements of the federal office. It was probably received sometime in November 1965.

Under a section entitled "Grant Programs" the following statement is found.

> Public agencies interested in making application to establish a regional center should use the program criteria described in Section IX of this Guide. Some examples of what could be planned on a regional basis are:
>
> 1. A reference library of books and other useful and desirable materials which are not ordinarily acquired at the local level because of their special nature, high cost, and limited use, or because of limited financial ability to acquire such materials;
> 2. A microfilm library of periodical subscriptions;
> 3. A communications library of films, filmstrips, phonograph records and other materials;
> 4. An instructional materials library of professional materials.[1]

A long red ink line has been drawn down the right hand side of this section.

At the December 16, 1965, meeting of the Advisory Council and Coordinating Committee, Dr. Wayland Osborn presented the proposed state plan.

> . . . Osborn stated that this plan is the first draft and that we want suggestions from this committee on how to improve it.[2]

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[1] New York, State Education Department, Planning Guide for Title II of the Elementary and Secondary Education Act of 1965, 1965-1966 Edition (Albany: State Education Department, 1965), p. 15.

[2] Arthur Anderson, "Minutes of the Meeting of the Advisory Council and the Coordinating Committee for the Improvement of Education in Iowa" (December 16, 1965), pp. 2-3.

However, the writers of the plan did not wait for these suggestions and the final draft of the plan was adopted by the State Board of Public Instruction on January 3, 1966.[1]

Whether or not the original idea for the plan developed in the brain of Paul F. Johnston is probably not too important. The important factor is that Mr. Johnston has strongly and consistently supported the plan since its inception.

In a telephone interview with a high-ranking federal education officer who indicated a desire not to be identified or quoted, this writer was told that although the federal officers did not like or approve of the Iowa Plan it was within the letter of the law. Mr. Johnston had been unmoveable in his position that the Iowa Plan would be a regional plan or there would be no plan.

Formal presentation of the Plan was made on February 1, 1966. The official version of the procedure states:

> After several written and oral exchanges of information and explanations and certain amendments and re-wordings required by federal officials to comply with the latest version of the official guidelines had been completed, the plan was finally approved on April 1, 1966 . . .[2]

Mr. Johnston has attended one meeting of the personnel connected with ESEA Title II since its inception. The meeting was held at Fort Dodge, Iowa on October 2, 1969. The following text is composed of excerpts taken from the recorded speech. Mr. Johnston's voice has a soft drawl and his speaking style is informal.

Mr. Johnston was introduced by Paul Spurlock.

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[1] Educational Media Section, "Development of the State Plan," p. 5.

[2] _Ibid._

. . . Paul, I think, was beginning to think that he could never get me to a meeting and if it had been a couple of years ago I'm not so sure he would have. Quite frankly with all the discussion we've had in the State of Iowa over the media centers and the sixteen areas, but some people are a little bull-headed at times and you can't get them to change their minds. I'm pleased with it and I think it's going to carry out and do what we originally set out to do.

A little of the background of philosophy that went into this and it goes back about six or seven years, this is the regional approach to providing services in your particular area would have probably over the four year period have acquired about six dollars to seven to eight dollars worth of materials on a per pupil basis in those schools.

I think this gives an opportunity for schools to have the potential of thousands of dollars of equipment and materials that they couldn't get otherwise.

I know there are people in the State of Iowa that might slightly disagree with this viewpoint even yet.

But basically this was the start to channel everything that we could into regional educational centers because we think this is the future in the State of Iowa.

. . . .

Basically, when the whole discussion of areas began to develop our philosophy was that we would like to see a strong regional educational service center established in the various areas of the State of Iowa to provide services and consultants back to the local school district in which they would be responsive to the needs of the local schools and this could be developed.

And so when Title II came along, the Title II Plan was written -- and I must confess that the people that wrote it had just one direction given to them on writing the State Plan at that time and that was to put it into regional educational centers. Beyond that they had all the democratic choices they wanted to make. Basically, when it started they had this kind of a choice. And all the other things it was necessary to get in the State Plan, they got in.

I've had many days of quandry about whether that was the right approach or not and as you people well know, because I think for a million and a half dollars a year or two million dollars -- at certain times in the history of this I've caught as much abuse over a million and a half as I have over a couple of hundred million dollars of expenditures in the state so far as education is concerned.

. . . .

I have a personal feeling that if we're going to have strong regional education service centers, we had to get started on them. And this was the vehicle -- one of the vehicles -- that we've used to get this established and started in the state.

. . . .

Now what are the short-comings that all of us know this has had? One is, of course, time. The critics really wanted it to blossom out and operate in full form the first year. They would have liked it to even better in the second year. This is like anything else in the State of Iowa. We've got one ability in the State of Iowa, I think, and it's really not one that needs to be commended. But we usually start most of our projects and worthwhile things in education without the money to do it and we do it the hard way. And I really don't know of anything good we've been doing in education in the last few years that we haven't started out to do it and really didn't have the resources to do it right. We've had to develop the need and demonstrate the potential and the money has always come along a little later.

. . . .

We did ask the last session of the legislature for $320,000.00 which we thought would be a start if we could get the principle established at least we might have somewhere in the neighborhood of ten to fifteen thousand per area to help on distribution systems. And I think this is one of the areas of short-coming that you need assistance in, but if we could just get the principle established with some money flowing into the resource centers at the state level then we would be in a position to start really developing.

Well, I suppose I could stop on that one right now because you people know as well as I do what happened to it at that point, but that does not mean that we won't go on telling the story of the need of funds . . . When we presented this in the budget, I hardly got through talking about -- well, the first one I got through talking about was the need for additional funds for urban education in the state and before I'd finished my statement the Governor had already drawn a line through that line and so then I was heartened and encouraged, you know, to go on to the rest of them. And so I skipped Title II and went to school lunch program which was 35 million dollars. I thought I'd give him a chance to work on those first. And then got down to the one to attempt to get some money here, but his pencil kept right on going. Nevertheless, this is not unusual the first time and I would be the first one to admit that I made a major mistake so far as Title II and its operation is concerned, I should have asked for money for the operation of Title II four years ago and I think we might have had a chance to have gotten it four years ago. But this is where you can see looking back where you made your mistake.

. . . .

Now we've had some discussion, of course, that we've got sixteen we ought to have fourteen, we ought to have ten or we ought to have twelve instead of sixteen perhaps we ought to have eighteen or nineteen, but we still have about sixteen in the state and I expect if we had taken a look at them so far as only area schools . . . are concerned we could have ended up at ten or twelve, but basically we arrived at sixteen primarily . . . so we could have services close enough back to the local school districts to provide the

> services that county boards of education and these kind of resource centers should provide for the local district.
>
> . . . .
>
> I'm sure that books have not moved as fast as some people thought they were going to move originally and that we were buying books and just storing them. I don't think this is true. I think from the reports I get the flow of printed material is increasing every year. I think it will continue to increase . . .[1]

After his speech, Mr. Johnston answered many questions from the group. They dealt with the possibility of federal block grants, changing the number of areas and the general future of the RESA unit in Iowa.

Since 1969, the State Department of Public Instruction has been forced to operate on increasingly inadequate budgets. Pressure was brought to bear by the Governor and Mr. Johnston resigned in December of 1970. Even under these conditions, Mr. Johnston has remained a strong supporter of the centers.

The Role of the State Board of Public Instruction in the Development of the Centers

With the adoption of the Iowa State Plan for ESEA Title II on Tuesday, January 4, 1966, the State Board was committed to supporting the program. The discussion of the plan was very brief and the minutes record the incident in one paragraph.

> Mr. Edgren outlined the major provisions of the state plan that had been developed on Title II of the Elementary-Secondary Education Act. Complete copies of this plan, as well as a summary of the major points of the plan, had been mailed to the Board members with the agenda. There was a general discussion concerning the provisions of the plan but no major suggestions for revision were made. Mr. Edgren indicated that the plan would not be in effect until it had also been approved by the United States Office of Education. It was moved by Mr. Warin

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[1] Paul F. Johnston, speech given at the State ESEA Title II meeting at Fort Dodge, Iowa, October 2, 1969.

> and seconded by Mrs. Shepard that the State Plan for Title II of the Elementary-Secondary Education Act as submitted by Mr. Edgren be approved. Motion prevailed.[1]

The Iowa State Board consists of nine members who are appointed by the Governor with the approval of two-thirds (2/3) of the members of the Senate. Not more than five members may belong to the same political party. A policy-making board of lay people, it has the same relationship to all the public schools in Iowa as that existing between the county board of education and the county school system, or the local board of education and the local district.[2]

The State Board deals with many programs and it would be unwise to assume that all the members had a high commitment to the State Plan for ESEA Title II. As a group, however, they were strong supporters of the development of the proposed RESA unit.

The single board member who openly opposed certain aspects of the Title II program was Dr. Jack D. Fickel of Red Oak. Dr. Fickel is in general medical practice at Red Oak and while on the State Board served as a member of the board of the National Association of State Boards of Education. Dr. Fickel was probably influenced in his thinking regarding the program by his acquaintance with the philosophy and activities of the Learning Resource Center at Red Oak.[3]

The Learning Resource Center was the result of one of the earliest ESEA Title III projects in Iowa. The LRC was considered a model regional center by its promoters. It featured daily delivery by van to every school building it served and WATS telephone service. It built and manned the only planitarium in southwest Iowa, had a very comprehensive graphics production department and was deeply involved in adult education. It had a library of 16mm films established from its inception.

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[1] Iowa State Board of Public Instruction, Official Minutes, Meeting of January 4, 1966, p. 14.

[2] L. Dale Ahern, ed., Iowa Official Register, 1969-1970 (Des Moines: Iowa State Printing Board, pp. 199-200.

[3] *Ibid.*, p. 202.

> The ESEA Title II materials in Area XIV were transferred from the County Superintendent in Union County (Creston), Mr. Tom Moore to Mr. A. J. Whitaker of Montgomery County and to the LRC in Red Oak the latter part of August, 1967.[1]

At that time, 50% of the money had to be spent on book materials. The LRC staff didn't believe books were a regional educational material. They welcomed the additional funds, but were very pleased when the required amount that had to be spent on books was reduced to 25%.

The staff of the LRC was composed of young, ambitious, aggressive educators. They were impatient with the slowness of most Title II centers in getting their programs started. Their location on the extreme west edge of Area XIV was not very advantageous if this was the only area they were to serve. They also had a very small student population which did not entitle them to large allocations. The adjacent area, Area XIII - Council Bluffs, was receiving very large allocations because they had many students and they were gaining from a high relative need factor.

At the May 8, 1968, State Board meeting, Dr. Calvin Bones, Sub-Agency Chairman of Area XIII appeared before the Board seeking permission to move the Area XIII media center to the abandoned Treynor Missile Site near Council Bluffs. The following statement appears in the minutes:

> Dr. Fickel read a lengthy prepared statement giving his reasons for the initial proposal to combine the Area XIII and

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[1] Letter from Paul L. Spurlock, Administrator, ESEA Title II, Des Moines, June 10, 1971.

> Area XIV Title II Media Distribution Centers into a single pilot distribution project supplemented by increased funding to the Title III Learning Resource Center located at Red Oak. It was Dr. Fickel's opinion that the circumstances that had developed as a result of his making this proposal to the Board did not warrant that they give further consideration to this project. He expressed disappointment that no positive action had been taken on his proposal. In his statement, Dr. Fickel concluded that he now felt that in the best interest of all parties, he would withdraw his request for Board consideration of this proposal.[1]

But Dr. Fickel would express his opinions concerning distribution again one year later.

At the April 18, 1969, State Board meeting, Mr. John O. Mecklenburg, Sub-Agency Chairman for Area V asked the Board for permission to give the books in his center to the local schools on permanent loan. His written proposal had been submitted to the board members along with the agenda and the recommendations of both Mr. Spurlock and Mr. Johnston.

> Dr. Fickel felt that the Board should give serious consideration to the request from Superintendent Mecklenburg. He pointed out that there was no doubt about the fact that the greatest problem that had been experienced in the Title II centers was the distribution of materials. This was more evident in regard to the print rather than the non-print items.
>
> Dr. Fickel reviewed in some detail the following four points presented by Superintendent Mecklenburg:
>
> 1. The books are not readily available to teachers and pupils when wanted. There is invariably a delay of from several days to several weeks to several months in obtaining materials from the Area Centers, due to distribution problems or previous reservations.
>
> 2. The costs of housing, shelving, and distributing, along with the necessary clerical and professional work in connection therewith make up the largest portion of expenses in connection with the operation of the Title II program in Iowa. In Area V, about 60% of the costs and 80% of the space may be attributed to the book portion.

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[1] Iowa State Board of Public Instruction, Official Minutes, Meeting of May 8, 1968, pp. 1-2.

> 3. Almost all administrators, almost all librarians, and most of the teachers in Iowa would prefer that the book portion of the Title II project be allocated or distributed directly to local schools for the use of purchasing additional library materials to be placed in the local library.
>
> 4. The Department of Audio-Visual Instruction, a branch of NEA, does not recommend the housing of print materials within the IMC, except material concerning curriculum and reference, especially on the regional level. A recommended guideline is, "The closer to the classroom the better." This would mean such items as books, filmstrips, transparencies, 8mm single concept loops, tapes and records should be housed within and purchased by the local school districts.
>
> It was Dr. Fickel's position that if these points had any validity then the Board needed to give serious consideration to the request submitted by Superintendent Mecklenburg to modify the present State Plan for Title II in regard to the distribution of print materials.[1]

Mr. Spurlock was asked for his opinion:

> . . . Mr. Spurlock stated that it was his feeling that programs of distribution for Title II materials were as effective as the leadership exhibited in the various areas. He felt that some were doing an outstanding job while others had hardly made any effort to provide a system of handling Title II materials . . . He further pointed out, however, that there were many teachers who were not aware of the availability of these materials and thus had not utilized them in any way. He felt this was a problem of communication rather than a specific problem of distribution.[2]

The decision was made by the Board that the books should remain in the centers. The question was won by the presentation of two arguments.

> Mrs. Sievers commented that she felt the goal of the Board was to establish regional educational service areas and felt the position taken by the Board concerning Title II was a stimulant to this development. Dr. Fickel indicated he was in full support of the regional education service concept but it was his opinion that the present course of the Board and Department in handling Title II was not helping such regional development.
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> . . . .

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[1] Iowa State Board of Public Instruction, Official Minutes, Meeting of April 17, 1969, pp. 3-4.

[2] Ibid., pp. 4-5.

> Superintendent Johnston commented on the progress he felt had been made in the development of Title II over the past few years. He recognized that there were still many problems to be solved in the total plan but that the overall progress that had been made was significant toward the development of logical regional education services areas in Iowa. The question was called for in regard to the previous motion. From the vote, the motion prevailed.[1]

The State Board had once again decided that the proposed RESA program they supported needed a visible foundation, the regional educational media center.

The History of State Officials Connected With the Administration of ESEA Title II

Several people have had influence on the State Plan at the DPI level, but the two most influential are the past and present heads of the program.

The first head of the program was Clifton L. Kessler. Mr. Kessler came to the State Department in 1962 as one of the first two subject specialists hired as consultants. He served as audio-visual consultant until 1966 when he was appointed Chief of the Educational Media Section.[2]

Mr. Kessler was an ambitious young man interested in continuing his schooling while gaining experience. It is possible that he lacked basic experience in dealing with school administrators, but it is doubtful that anyone heading the program could have gained general acceptance for it, much less wide support.

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[1] Ibid., pp. 5-6.

[2] Richard N. Smith, Development of the Iowa Department of Public Instruction 1900-1965 (Des Moines: State of Iowa, Department of Public Instruction, 1969), p. 56.

Once the plan was approved by the federal office, the sub-agency chairmen had approximately twenty days to submit their applications to Des Moines. Allowing time for typing left little time for selecting. This factor alone offended librarians and audio-visual coordinators.

Mr. Kessler had no money to give the sub-agency chairmen for operation of the new centers and very little authority to tell them how the centers should be run. His only threat of punishment was to reassign the center to another county school board, and because of student location or geographic area this was not always possible.

The early period of the program was filled with shades of gray. Neither the supporters nor the critics were all right or all wrong. Perhaps Mr. Kessler understood this and did not see a course of action that was entirely faultless.

Mr. Kessler remained as the Chief of the Educational Media Section after Mr. Paul Spurlock was appointed Director of ESEA Title II on July 1, 1967. He left the Department on April 1, 1968, and now is head of the media production department of the Southwest Regional Education Laboratory at Austin, Texas.[1]

Mr. Spurlock's background was in school administration. He had served as the high school principal of a large American dependents' school in Germany. He had been employed by the Department previous to this appointment as a regional consultant from July 15, 1965 to June 30, 1967. This meant he had been in almost daily contact with local school administrators within a certain geographic region in Iowa. He also had the advantage of inheriting what almost everyone agreed was a bad situation.

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[1] The dates concerning tenure of personnel were supplied by the Educational Media Section, DPI.

Since few people could imagine it getting worse perhaps it naturally had to get better.

The program had gained some time to organize, personnel had been hired and in general, while many people had objections to aspects of the program, most educators were now committed to making it work.

Mr. Spurlock was Acting Chief of the Educational Media Section from April 10, 1968 until July 31, 1968, when he assumed the official double title of "Chief, Educational Media Section and Administrator, ESEA Title II."

Mr. Spurlock's approach to the administration of the program has been low-keyed. Realizing the very real limitations on his authority over the local administration of the centers, he has attempted to use friendly persuasion and has called to notice the professional responsibilities of the people in the program in order to gain needed improvements.

Much of the needed motivation for continued improvement of services has come from the series of state-sponsored meetings. The personnel working in the centers have generally seen more value in the meetings than have the sub-agency chairmen. This is probably because it gave them an opportunity to discuss among themselves the solutions they were working out to the little everyday problems that were appearing in a new program. Many sub-agency chairmen were willing to concede that the early meetings held at the various centers had been valuable, but as the program matured and particularly after operational budgets were tightened they began to see the meetings as time away from the office. Mr. Spurlock has attempted to engineer a compromise that has not completely pleased either group, but has kept the series alive.

Mr. Spurlock has also attempted to gain additional monies for the centers by seeking out projects from other sources of funds. At various times this has offended members of the State Advisory Committee, center personnel, sub-agency chairmen and the sources of the additional funds. This situation was probably inevitable and Mr. Spurlock has contined to search.

If the freeze on the operational budgets of the centers is continued by the 1973 session of the Iowa legislature or if the legislature seriously changes the structure of the county school system, Mr. Spurlock may face his hardest test as an administrator.

Miss Betty Jo Buckingham has been the Library Consultant for DPI since October 19, 1964. She was one of the four people who attended the initial meeting held at the DPI in regard to ESEA Title II and as such has received her share of pressure in regard to the plan. DPI pointed to her early involvement as proof that the plan had not been written entirely by administrators. Her fellow-librarians took the position that if Miss Buckingham had been consulted the plan would never have been written as it was. The sub-agency chairmen who had little or no experience in processing, cataloging, and distributing book materials wanted her to give them a quick, efficient and inexpensive way to do it. They were not eager to accept the fact that such a thing did not exist.

As a state official, Miss Buckingham has attended national meetings where Iowa's controversial and unique plan has been the subject of conversation. In the early days, there was enough pressure for everyone connected with the program.

Mr. Virgil Kellogg has been the Audio-Visual Consultant for DPI since August 15, 1967. Since most school administrators and audio-visual coordinators have felt that the only problem with the audio-visual programs of the centers was to get them increased, Mr. Kellogg has probably received the least pressure of all the DPI staff. He has had the greatest influence on centers who incorporated existing film libraries or established production centers.

The original state plan called for the creation of the position of Title II Associate. The qualifications for this position were to include being either a certified public secretary or a business occupations teacher. The first person to fill this position on August 22, 1966 was Miss Nancy Jewell. She left the Department on June 5, 1967.

Miss Shirley Watkins followed her as Title II Associate from August 28, 1967 to June 30, 1969. At that time, Mr. Spurlock succeeded in having her position changed to Consultant ESEA Title II. She held this title from July 1, 1969 to August 31, 1970, when she left the Department to become a business occupations teacher with the vocational school at Sioux City.

The ESEA Title II Consultant position was then filled by Mr. Russell Blumeyer. His experience was primarily in the area of media administration. His immediately previous position was with the Newton Community School District as Coordinator of Instructional Resources.

The State Administration's Leadership Role

If the printed evidence available can be believed, there was very little preparation at the regional level for the initiation of the ESEA Title II program.

On February 16, 1966, Mr. Paul F. Johnston, State Superintendent of Public Instruction, sent a letter to each of the sixteen chosen county superintendents.

> We are calling a meeting here at the Department at 10:00 a.m. on Thursday, February 24, for the purpose of making plans to implement Iowa's State Plan . . . This plan has been approved tentatively by the U. S. Office of Education.
>
> According to this plan the resources will be made available for use through designated regional public subagencies. You are being invited to serve as the county superintendent who will help establish one of these multi-county subagencies in your region.
>
> Since Iowa's allotment of funds for fiscal 1966 needs to be encumbered before June 30, if it is to be used, there is a degree of urgency attached to this meeting.[1]

No written records of this meeting exist, but it could be assumed that the agenda would deal primarily with the legal and administrative details involved in establishing a new federal program.

It would be interesting to know how much personal consulting the sub-agency chairmen did among themselves as to the direction and format of the individual programs they planned to establish. Very little standardization of programs appeared.

On April 20, 1966, Mr. Johnston sent out another letter:

> Allocations for Title II of the Elementary and Secondary Education Act have been determined for the 16 areas according to the Iowa state plan. Area VII will receive $93,810.70. This allocation is to be spent according to the state guidelines which you currently have in your hand and any monies you wish to spend must be encumbered by June 30, 1966.
>
> The Elementary and Secondary Education Act of 1965 offers educators a real opportunity for providing instructional materials to all children in the Iowa schools. It is my hope that you will make every effort to develop the best program possible to benefit children in your area.

---

[1] Letter from Paul F. Johnston, State Superintendent of Public Instruction, to the sixteen subagency chairmen, February 16, 1966.

> It is important that the purchase application form be returned to the Educational Media Section of the Department by May 10th to allow adequate time for processing so that the June 30 deadline may be met.[1]

This letter gave the sub-agency chairmen exactly twenty calendar days to select the materials by the method outlined in the guidelines and to have the application typed. In most cases, it is probable that the typing took longer than the selecting. This factor was widely attacked by the critics of the plan. To correct the situation, the Department sponsored a "Title II Selection Workshop" at Iowa City that ran February 23-25, 1967. Three representatives of each area's selection committees were invited to participate in the workshop with their expenses paid by the Department.

The program consisted of presentations by college and university instructors and experienced audiovisual specialists related to the selection criteria and tools. Subject area groups were led by members of the State Advisory Committee and other participants and subject area consultants from the Department sat in on the discussions.

Mr. Kessler set the tone for the workshop with his presentation entitled "Emphasis for Area Collections." Mr. Fred Wezeman, Director of the School of Library Science at Iowa City, presented the banquet speech entitled "Trends in the Publishing Trade." Other topics covered included: Criteria for Selection of Non-Book Materials, for Selection of Young Adult Books, for Selection for Children's Books, Selection Tools for Books, for Non-Book Materials and Reference Materials.[2] It is quite possible that this workshop had a positive effect on much of the purchasing in 1967.

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[1] Letter from Paul F. Johnston to Perry H. Grier, Sub-Agency Chairman for Area VII, April 20, 1966.

[2] Program of the Title II Selection Workshop, February 23-25, 1967, held at the University of Iowa.

The controversy regarding what should be purchased by the centers could not be solved so simply. The roots of the problem developed early in the program. On April 17, 1966, the Des Moines Register ran an article by Roy Reynolds entitled "Library 'Stockpiles' to Serve Iowa Schools." It refers to events that occurred at the February 24th meeting.

> When the department applied for Title II money late last December, it suggested guidelines that would have allowed the 16 advisory committees to spend up to half their shares in any of three categories: library books, audio-visual materials, or "other materials." The 16 county superintendents serving as sub-agents for Title II money expressed enthusiasm for this approach when they met February 24 with Paul F. Johnston, superintendent of public instruction, and Clifton L. Kessler, Chief of the department's media division.
>
> "In other words," asked one, "we could spend 50 per cent for audio-visual, 50 per cent for other materials, and forget the books?"
>
> Kessler replied, "If that's what your advisory committee deems advisable, yes . . . We might have to change the proportions after seeing what is ordered this year."
>
> The proportions already have been changed. The U. S. Office of Education has informed Iowa education officials there are really only two categories in which Title II money can be spent: books and other instructional materials.
>
> . . . .
>
> Several superintendents at the February meeting said they think teachers and pupils will not make much use of books stored in centrally-located stockpiles serving several counties. Title II does not provide transportation costs or allowances for operating a bookmobile, and the state's guidelines allow no more than $1 for processing each item.
>
> Some superintendents contended that school libraries in their areas are well-supplied with books and need no outside help. Most agreed that audio-visual aids - particularly film strips, which can be mailed easily - will "really move."[1]

It is interesting to note that filmstrips were referred to rather than 16mm film. The antagonism toward books became evident early in the program.

Several of the centers made plans immediately to hire professional and clerical personnel. A few wrote innovative ESEA Title III plans that directly or indirectly supported their center program. A few of the centers, including some of the larger ones, decided to depend on their advisory committees for professional advice and hired only as many clerks to run the centers as the demand for services indicated.

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[1] Des Moines Register, April 17, 1966, editorial page.

This uniqueness of approach to the problem was not helped by the state department's lack of authority to dictate guidelines on center operation. The only recourse the department had was to reassign the program to an alternate county school system. This they did in one case.

> The ESEA Title II materials in Area XIV were transferred from the County Superintendent in Union County (Creston), Mr. Tom Moore to Mr. A. J. Whitaker of Montgomery County and to the LRC in Red Oak the latter part of August, 1967.[1]

The most significant boundary change took place on May 20, 1971, when Jackson County which had been served by Area VIII asked to become part of Area IX. This came about because Area VIII had failed to organize either a vocational school or a community college. Jackson County moved to Area IX primarily to receive these services. Approximately 5,892 students were involved in the change.[2]

The Reaction of Federal Officials to the Iowa Plan

While the establishment of regional educational media centers was not unusual in itself, the use of Iowa ESEA Title II monies to establish them was unique. Every other state apportioned the money directly to the local school districts.

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[1] Letter from Paul Spurlock, Chief of the Educational Media Section, June 10, 1971.

[2] Area IX Instructional Materials Center, Bulletin, (Davenport: Area IX Instructional Materials Center, November 1971), p. 1.

The federal officials resisted the program to the best of their ability, but the plan was within the letter of the law. In the face of the argument that the Iowa plan would remain as it was or there would not be one, the federal officials consented.

Their arguments opposing the plan fell into two parts. First, it would not sufficiently develop building collections and secondly, with no funds made available for the operation of the centers, they would probably remain depositories.

Mr. William J. Hoffman, ESEA Title II Program Officer from the Kansas City Office of HEW, attended a statewide meeting held at Ottumwa. His presentation is outlined in this paper's section on state meetings under the December 14, 1967 date.

In June of 1968, he visited several of the centers in Iowa and attended a statewide personnel meeting at Mason City. He seems to have spent his time at that meeting discussing the proposed cut in the 1969 allocation.

In early February 1971, Yvonne B. Carter, Education Program Specialist from the Regional Office of Education, spent a week visiting half of the centers in Iowa and addressing a statewide meeting of center personnel. On February 11, 1971, she wrote Mr. Paul Spurlock telling of her impressions and enclosing a copy of her talk.

In her letter she states:

> As I told the group on Thursday, I think the strengths of the Iowa ESEA II program can be accounted for because
>
> (1) No two centers are exactly alike, though there are obvious commonalities.
>
> (2) The dedicated personnel, professional and nonprofessional, at each of the centers are working hard to make these centers effective supporters of education. Obviously, the centers with professional media specialists are "selling"

> the program more quickly.
>
> (3) The utilization of the computer for ordering materials, booking films, circulation and providing book catalogs has allowed the professional staff time to provide assistance to local schools.
>
> (4) The State advisory committee composed of university, area centers, and school media personnel, administrators and county superintendents as well as a representative from the nonpublic sector no doubt has provided support and interpretation of the program at the local level.
>
> (5) The area center selection committees have given local educators a part in the program.
>
> (6) The inservice training for teachers and administrators as well as the individual consultative assistance has been a factor in the local acceptance of the program.
>
> (7) The willingness to use the area center as a vehicle for other federally financed programs strengthens the coordination of programs.
>
> (8) The cooperation of the county superintendents shows people are working together.
>
> (9) Last, but not least, the staff at the State level have "stuck by your guns" in getting the program off the ground despite opposition from several quarters.[1]

She went on to agree with the State's current policy of stressing the development of delivery systems and the hiring of professional staff. She urged the state to reserve a certain percentage of the annual allocation for the establishment of six "good school media centers" as demonstration projects, three in inner city areas and three in rural districts.

In her speech at Des Moines, she explained the arrangement made at the federal level for handling ESEA Title II.

> Iowa is one of 12 states in the Upper Midwest Area in the Division of State Agency Cooperation, Bureau of Elementary and Secondary Education. This Division is divided into five area program operation branches, with a Title II, ESEA person attached to each branch. These program specialists belong to a Title II, ESEA Task Force with Mary Helen Mahar as chairman.

Commenting on the Iowa plan, she told the group:

> No other State ESEA Title II Program can match the variety of inservice programs you provide.
>
> . . . .

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[1] Letter from Yvonne B. Carter, Education Program Specialist, to Paul Spurlock, Chief of the Educational Media Section, February 11, 1971.

> Spin offs or indirect impact of the Iowa ESEA Title II program are:
> --the inservice training for teachers and administrators in the public and nonpublic schools.
> --the cooperation between or among school district patrons.
> --the coordination with other Federal programs.
> --the exchange of ideas among area centers' staff.
> --the selection committees' influence on local schools.
> --the accessibility of a preview collection all during the year rather than available only at convention time.
> --the utilization of vacant or surplus buildings.[1]

The federal office has adopted the position of living with the Iowa plan.

Publicity Gained for the Program

Since the program's inception, the state officials have sought publicity for the centers. The earliest known newspaper article relating to the program was published in the Des Moines Register on April 17, 1966. The article was written by Roy Reynolds and was entitled "Library 'Stockpiles' to Serve Iowa Schools." It gives very little hint of what the plan would eventually become.

A series of articles related to the program have appeared in the DPI Educational Bulletin which is distributed to all educators in the state. The earliest article appeared in May of 1968. Entitled "ESEA Title II is on the Move in Iowa," it was written by Paul Spurlock, Shirley Watkins, Betty Jo Buckingham and Virgil Kellogg. It dealt with the program as it existed in its third fiscal year.

In the closing months of 1969 and early in 1970, the State leadership made a concerted effort to gain increased publicity for Title II. In connection with the state evaluation of Title II, the November 1969 issue of Educational Bulletin carried an article entitled "Teachers and Administrators Evaluate Title II Programs." The authors were Paul Spurlock and Shirley Watkins. The article reported the basic findings of the evaluation.

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[1] Statements made by Yvonne B. Carter, Education Program Specialist, at Des Moines, Iowa, February 4, 1971.

The December 1969 issue of the Educational Bulletin announced DPI's identification of 11 major educational needs in Iowa. The seventh need was the development of a statewide system of Regional Educational Service Agencies to supplement and support the instructional programs of local school districts.

"RESA at Work in Eastern Iowa" appeared in the February 1970 issue. The Area X Joint County System was described. On July 1, 1968, Cedar, Johnson, Linn and Washington Counties had officially merged into a joint county system. The leadership in Area X has been quite dynamic and the Department has been fond of using the Area as an example of what could come about. Media services provided by the joint county system were stressed.

The January-February 1970 issue of Midland Schools, the official publication of the Iowa State Education Association, carried an extensive article covering the history and current services of the sixteen centers. Entitled "What Has Happened to ESEA Title II in Iowa?," it was written by Paul Spurlock and Shirley Watkins. This is the best available published account of the program.

At this time the Educational Media Section developed a two-screen slide presentation set. This was used when they presented the results of the official evaluation of Title II to the Advisory Council and the Coordinating Committee for the Improvement of Education in Iowa. The set includes slides of each of the centers as they existed in late 1969.

This slide set was also used at the most ambitious public relations project the center personnel and DPI ever attempted. This was a one-day conference on "Improving Education in Iowa Through Iowa's Regional Educational Media Centers." Held on February 27, 1970, at Cedar Rapids, the conference was co-sponsored by DPI and the regional centers. All county and joint county superintendents, county and joint county board members and media center personnel were invited.

The committee in charge of the conference purposely chose aggressive and verbal members of the group to present the program. Both Paul F. Johnston and Paul Spurlock made opening remarks, then four county superintendents took part in a panel presentation. The topic of the panel was "Services of a Regional Educational Service Agency" and the participants were Perry Grier, Dwight Bode, Calvin Bones and Jerry Stout.

After lunch a tour of the Area X Center was conducted. Each center had prepared a display of its program. The slide presentation was viewed and the topic "How Can We Improve Media Center Services?" was covered by John Haack, V. I. Arney, Earl Johnson, Mary Travillian and Beverly Trost. Ira Larson summarized the day and the conference was adjourned.[1]

It is impossible to say what the effect of the conference was on the board members present, but the media center personnel were generally pleased with the way the audience had responded. The main purposes had been to show an optimum media program in action and to prepare the board members to accept future requests from their center personnel for increased service budgets.

To the author's knowledge, only two publications concerning the Iowa program have appeared in national publications. One was written by Richard Doak, a reporter for the Des Moines Register and Tribune. It appeared in the February 1970 issue of Educational Screen and Audiovisual Guide and was entitled "Iowa Media Centers." In a very brief two pages, Mr. Doak covered many of the main features of the program.

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[1] Official program of the conference.

Mr. Doak explained how he came to write the manuscript.

> At the time I wrote the article on Iowa's regional media centers I was assigned to cover education for the Register. The article was free lanced for the Southern Education Reporting Service of Nashville, Tenn., which in turn made it available to Audio-Visual Instruction. [sic]
> The reporting service had asked that I suggest possible articles on ESEA Title II or III programs in Iowa. The media centers seemed unique, so I suggested them as one of the possible articles.
> Since writing the article, I learned that there was some controversy over the area centers which I was not aware of. I understand some urban educators objected to so much of the Title II resources going to rural areas instead of to inner city areas. You may want to investigate this aspect in your paper.[1]

The second article appeared in the March 1972 issue of Audiovisual Instruction whose theme for the month was regional media centers. It tells the basic story of ESEA Title II in Iowa and explains the connection the program has had with other federal projects. It includes a map of the state showing the areas served by the centers and a bar graph illustrating the amount of Title II monies received by each center since the program's inception. Entitled "Iowa - 16 Centers and a Place to Grow," the article was written by Paul L. Spurlock and Russell L. Blumeyer.

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[1] Letter from Richard Doak to the author, November 29, 1971.

The Role and Primary Actions of the State Title II Advisory Committee

The Iowa State ESEA Title II Plan called for the establishment of an advisory committee after the plan was approved by the federal office. The original members of the Advisory Committee are listed in Appendix XV. Changes of membership are indicated also.

In the early period of the program, the Committee had the difficult task of defining and establishing its role. The Committee's function was finally established as providing advice and recommendations to encourage and support a program about which, as individual members, many of them held serious concerns. This placed them in an awkward position at best.

Added to the situation were two other major factors. The Committee was virtually devoid of authority to support its suggestions and recommendations. At the same time, personnel in the centers expected them to exert strong leadership, support their efforts to improve the services they were giving or desired to give and punish the centers who were lagging behind--particularly in the areas of hiring professional personnel and providing delivery systems. It is probable that the State Department staff members and the sub-agency chairmen have had a more realistic view of the function of the Committee than have the personnel working in the centers.

The Advisory Committee has held the following meetings:

June 3, 1966	Des Moines
February 22, 1967	Des Moines*
March 2-3, 1967	Des Moines
April 27, 1967	Des Moines*
April 28, 1967	Des Moines
June 9, 1967	Des Moines
October 31 - November 1, 1967	Cedar Rapids*
December 13, 1967	Ottumwa*
February 14, 1968	Council Bluffs*

April 10-11, 1968	Sioux City*
June 18-19, 1968	Mason City*
October 2-4, 1968	Decorah*
November 19, 1968	Des Moines
January 22-24, 1969	Marshalltown*
March 26, 1969	Davenport*
May 21, 1969	Dubuque*
October 1, 1969	Fort Dodge*
April 15, 1970	Waterloo*
November 5, 1970	Des Moines*
January 12, 1971	Des Moines
February 4, 1971	Des Moines*
April 22-23, 1971	Des Moines*
September 30 - October 1, 1971	Des Moines*
March 2-3, 1972	Des Moines*

*Indicates the State Advisory Committee met in conjunction with a meeting of all Title II personnel.

Printed minutes of all the meetings were published by the Educational Media Section and are available to researchers, but the minutes of the earlier meetings are not complete. For example, the members in attendance are not listed and topics and ideas are not connected to individual members.

The following section is an intepretation by the writer of the major actions taken by the Advisory Committee at each of their meetings based on the published minutes. It must be pointed out that in reality the Advisory Committee's actions are completely interwoven with those of the State Department personnel and the sub-agency personnel. The Committee's actions are isolated here in an attempt to analyze a complex situation.

June 3, 1966

Held in Des Moines, this was the organizational meeting of the Committee. The meeting was conducted by Mr. Clifton L. Kessler, the first Director of ESEA Title II in Iowa. Mr. Kessler presented the Iowa plan, explaining the responsibilities of the Advisory Committee, the sub-agencies and the Department.

Considerable attention was given to the allocation of fiscal year 1966 monies. The total of $1.4 million--less 5 percent to be expanded for state-level administration--was alloted as follows:

> 30 per cent on the basis of percensus-child and 70 per cent on the basis of taxable wealth-per-census-child. The sub-agencies were ranked in order of wealth-per-census-child and divided into four groups. The top one-fourth received 30 per cent, and the bottom one-fourth received 50 per cent of this 70 per cent portion of Iowa's total allotment. The areas within the State received from $20,000.00 to $223,000.[1]

It should be pointed out that the materials for the first year had already been chosen and many centers had already acquired housing and personnel before the Committee was asked to meet. This fact had annoyed the members. Criticism of the plan began early.

> The feeling was expressed by members of the advisory committee that the present allocation of 30 per cent for per-census-child and 70 per cent for wealth-per-census-child was unfair and consideration should be given to the method for determining this. Some members believed the major portion of the available funds should be spent for library books and others felt it should be spent for audiovisual materials. The latter need was felt to be a result of additional equipment being made available by Title III, NDEA and the shortage of audiovisual materials in the schools. The opinion was also expressed by members of the committee that the Title II plan goes backward in concept. Local schools have been encouraged to build up their library resources and now federal funds are being used to provide materials at the regional and area level rather than local level. Committee members felt that many superintendents were not reacting favorably to the plan. Distribution of materials and informing the teachers of available materials was agreed to be the key to the success of the Title II plan.[2]

Mr. Kessler then presented the reasons for Iowa's unique plan:

> Among those given were that better selection should be possible, the money hopefully would go further, and materials could be made more readily available to both public and private schools.[3]

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[1] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of June 3, 1966, p. 1. (Duplicated copy.)

[2] *Ibid.* [3] *Ibid.*, p. 2.

A member from the Division of Special Education of DPI presented a new plan for the distribution of special education equipment and materials through the sixteen new centers.

> The Division of Special Education would agree to reimburse each participating regional sub-agency an amount necessary to cover the costs involved . . . The general reaction to the Special Education plan by the committee members was favorable.[1]

Seven recommendations were made by the committee:

> 1. The standards set by the American Library Association and the Department of Audiovisual Instruction should be adopted as guidelines . . .
> 2. The sub-agencies should have a written selection policy. This point was discussed at length . . .
> 3. The regional public sub-agencies should be urged to employ librarians and audiovisual specialists.
> 4. Each local district should designate an individual to be in charge of materials and to encourage their use by working with the regional center.
> 5. The method of arriving at the allotment for each area according to per-pupil-census and wealth-per-pupil census should be reviewed.
> 6. The percentage of the allocation to be expended for print and non-print materials should be discussed further.
> 7. Careful consideration should be given to the composition of the regional Title II advisory committee.[2]

Given the indicated tenor of the meeting, perhaps it is not surprising that the committee was not asked to meet again until the next year. The fall of 1966 also saw the opponents of the plan organize their efforts. It could be that the loyalties of the committee members were not completely trusted. It may have been thought that a meeting would only add to the controversy. It is also possible that the State Department personnel saw the role of the committee as primarily helping revise the state plan when needed.

The Department found itself having to defend its plan while it was basically untried. The success of the plan also was dependent on the philosophies and leadership of the sixteen sub-agency chairmen. In reality, the sub-agency chairmen remained independent of the Department. The only significant power the Department held over the operation of the centers was reassigning the center to another county school system. Because of size or location of the county school systems in an area, this was usually impractical.

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[1] Ibid. [2] Ibid.

February 22, 1967

A joint meeting of the Committee and the sub-agency chairmen was held in Des Moines. The purpose of the meeting was:

> . . . to provide both the Advisory Committee and the Sub-Agency Chairmen an opportunity to discuss the problems which had been encountered and their solutions as well as the procedures which have been adopted for putting the Title II program into operation.[1]

Each sub-agency chairman reported on the progress of his center. It was evident that each center was developing a unique, independent program.

The principle topic of discussion was the selection and acquiring of materials. Print materials would continue to be the dominant administrative problem for the centers. Programs for a Title II Selection Workshop to be held at Iowa City February 23-25, 1967, were distributed.

The role of the Advisory Committee was discussed:

> The role of the State Title II Advisory Committee is to study existing standards relating to school libraries, school library resources (including audiovisual materials), develop new standards and revise old standards, and make formal recommendation of their adoption in Iowa and to study and revise criteria governing the administration of Title II in Iowa.[2]

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[1] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of February 22, 1967, p. 1. (Mimeographed copy.)

[2] Ibid., p. 3.

There must have been some discussion of this definition for the minutes continue:

> The Sub-Agency Chairmen felt the State Advisory Committee should develop recommendations regarding the local administration of Title II.[1]

This would become a major concern of the committee.

March 2-3, 1967

Meeting independently of the sub-agents, the Committee made several recommendations regarding local administration of the centers.

Personnel--Each center should hire three professionals. They should be a full-time director, an audiovisual specialist, and a library consultant. Adequate clerical staff should also be employed.

Housing--In addition to housing materials, rooms should be available for in-service meetings and pre-viewing.

Advisory Committee--Each area should establish an advisory council composed basically of administrators to advise on administration, distribution, and financing. Separate selection committees should be established.

Selection--Written selection policies should be adopted by all areas. A rule for acquiring duplicate copies of secondary films was established.

Inventory--A book and/or card catalog including a shelf list will be maintained by each center.

Distribution--It was recommended that there be a gradual elimination of distribution by mail and a buildup of service and delivery by a mobile unit. Books should be made available to the schools on a choice basis.

Financing--The Committee also recommended that the counties cooperate in financing the cost of distribution and housing of the materials.[2]

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[1] Ibid.

[2] Educational Media Section, Minutes of the ESEA Title II State

The minutes concluded;

> The Advisory Committee decided upon the dates of April 27-28 for the next meeting. The first day is to be a joint meeting with the Sub-Agency Chairmen to discuss the recommendations made by the Advisory Committee.[1]

April 27, 1967

At this meeting held in Des Moines, the stage was set for a basic conflict. From this point on the Committee would issue recommendations that some administrators could not accept.

> The first items of the agenda to be discussed were the recommendations proposed by the State Advisory Committee. Several of the Sub-Agency Chairmen expressed the feeling that the recommendations were idealistic but provided for the direction in which the Title II program should be moving. Administrative problems must be overcome before and if all the recommendations are to be met.[2]

At the meeting it was announced:

> The following amendments will be made to the State Plan as a result of federal amendments to the Elementary and Secondary Education Act.
>
> 1. Additional funds of approximately 3/4 1 per cent of an area's allocation will be made available to the area from state administrative funds. This is to be used in the preparation of a catalog which should be placed in each attendance center in the area.
> 2. Provision must be made in the State Plan for certification that local effort has been maintained. Steps may be outlined as to what action will be taken if this is not done.
> 3. The State Plan must make provision for on-site inspection by the auditors.
> 4. Provision must be made in the State Plan that Title II funds will not be used to duplicate functions of the public library system.

Advisory Committee, meeting of March 2-3, 1967, pp. 1-4.

[1] Ibid., p. 4.

[2] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of April 27, 1967, p. 1.

> 5. The amount allowable for processing may be increased to $1.10 to provide for the cost of ordering.[1]

The issue is not entirely clear, but:

> A question was raised regarding finances for the administration of the Title II program. Since federal monies cannot be used, it was suggested that a State legislative appropriation be made for these administrative costs. The majority of the sub-agency chairmen felt it best not to make such a proposal at this time.[2]

April 28, 1967

Meeting independently the following day, the Committee evidently had become convinced that in some cases the sub-agency chairmen would have a difficult time convincing the county boards to support the programs to the extent the Committee had recommended. It is also likely that in some cases they felt certain chairmen would have to be circumvented before dramatic improvement would be achieved.

> The first matter discussed was the possibility of advisory committee members attending meetings of area county boards and visiting regional materials centers. This would help to answer questions regarding the Title II program and enable the committee members to observe the activities being carried on in the materials center.
>
> The committee discussed the possibility of a slide presentation being prepared for circulation within the State to inform people of the purpose of the Title II program. It was felt that the following points should be stressed in such a presentation:
>
> 1. Show examples of existing centers.
> 2. Show educational values of materials and possibilities of use.
> 3. Emphasize the future--look ahead to five years from now.
> 4. Show what the federal government will do and what the counties must do. The local people must offer some assistance in order to implement the program.
> 5. Stress services which could be offered by professional staff in the use of instructional materials.
> 6. Delivery system with daily delivery is key to success.

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[1] _Ibid._, pp. 2-3. [2] _Ibid._, p. 3.

> 7. Stress that the center exists for the entire area and not just the town in which the center is located.
> 8. The librarian and audiovisual specialist are resource people for the entire area. Materials in addition to 16mm films must be available in order for them to provide services.
>
> . . . .
>
> This presentation should strongly stress the part the local board must play in providing adequate space, staff, and support methods of operating the center.[1]

The next topic discussed was the percentage of funds spent on materials as allowed by the state plan.

> It was moved and seconded that the advisory committee to Title II recommend to Superintendent Johnston and his staff that the State Plan for Title II be changed from allowing a division of 50%-50% of funds for print and nonprint materials as presently stated, to allow for a division of available funds, of 25% minimum and 75% maximum for either print or nonprint instructional materials. The motion was carried.[2]

Further topics discussed at the meeting were:

> 1. The possibility of establishing several building-level demonstration centers in Iowa financed with Title II monies. This project would encourage the maintenance of local effort.
> 2. Some incentive plan should be written into the state plan to reward outstanding effort by the centers.
> 3. What qualification should be necessary or desirable for the library and audiovisual consultants in the centers.[3]

June 9, 1967

Meeting independently in Des Moines, Mr. Clifton Kessler, Chief of the Media Section and Director of Title II, presented the amendments to be submitted to the State Board to meet requirements of the Office of Education in Washington. He reported that the Committee's earlier recommendation for a formula of not less than 25% or more than 75% for either print or non-print material would probably not be accepted by the Department. He also asked that the committee make specific proposals on the relative need formula since it had to be revised.[1]

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[1] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of April 28, 1967, p. 1.

[2] Ibid., p. 2. [3] Ibid., pp. 2-3.

Betty Jo Buckingham, Clyde Greve and Doris Fistler had served as a sub-committee to establish guidelines and criteria for the proposed demonstration centers. The criteria are listed in the minutes in considerable detail, but the project would never reach fruition. For this reason they are of relatively little importance.[2]

The problem of delivery to Catholic schools by publicly-supported delivery systems was discussed. This would remain a problem until the 1970 General Assembly acted to allow county school systems to provide services for private schools.

> The meeting concluded with a discussion of the relative need factor. The following recommendations were made:
> 1. Formula
>   a. 10% (or $150,000) for demonstration or model library-instructional materials centers.
>   b. 50% per pupil
>   c. 30% based on inverse ratio to actual resale value of property and gross income.
>   d. 10% local effort--that is if hire staff for area as proposed in earlier meeting. Unused funds would go to b and c.
> 2. Other suggestions
>   a. The factors in the proposed state aid proportionate sharing plan could be used except for 1a and 1d.
>   b. Local effort fund (staff) would be a continuing program so those who do not qualify for 1967-68 can in the future.[3]

This was the last Advisory Committee meeting held under the direction of Clifton Kessler.

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[1] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of June 9, 1967, p. 1.

[2] Ibid.

[3] Ibid., pp. 2-3.

October 31 and November 1, 1967

Meeting under the direction of Paul Spurlock, this was the first of a series of meetings held at the actual sites of the regional centers. The meeting was held at Area X, Cedar Rapids, in conjunction with the sub-agency chairmen's meeting. Both groups met on Tuesday afternoon and the Committee met independently on Wednesday morning.

An additional change in DPI personnel should be noted. Miss Nancy Jewell, first Title II Associate, was replaced by Miss Shirley Watkins. The style and detail of the minutes noticeably improved.

Introductions were made and Mr. Spurlock presented his objective for the year--keeping the channels of communication open between the Department of Public Instruction and those working with ESEA Title II throughout the State.

Mr. Charles Joss had resigned from the Committee and a possible replacement was discussed.

Five projected meetings were announced for fiscal year 1968. They were to be held at Cedar Rapids, Ottumwa, Council Bluffs, Sioux City, and Mason City.[1]

> The Amendments to Iowa's State Plan for ESEA Title II which were approved by the State Board on October 13, 1967, and submitted to the United States Office of Education, Washington, D. C., on October 20, 1967, were distributed to the group. It was explained that the model demonstration libraries which had been proposed by the Advisory Committee were not adopted at this time. It was the feeling of the committee in the Department of Public Instruction which approved the amendments before they went to the State Board that it would not be wise to cut back each area's allocation at this time in order to provide the necessary funds for the development of demonstration libraries.[2]

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[1] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of November 1, 1967, p. 1. (Duplicated copy.)

[2] Ibid., pp. 2-3.

The formula for distribution of funds was discussed:

> . . . The United States Office of Education, Washington, D. C., has rejected the amendment because there is no provision for distribution of funds on the basis of need. The proposed change to the amendment is as follows: 40 percent of the funds to be allocated on a per-enrolled-child basis; 30 percent on a wealth-per-enrolled-child basis using an inverse ratio; and 30 percent on a relative need basis. It is possible that the information needed for the last factor might be drawn from the 1965-1966 library report conducted by the Department of Public Instruction. Mr. Spurlock suggested that some time in the future, perhaps fiscal 1969, the following formula might be used: 20 percent of the funds allocated on a per-enrolled-child basis; 20 percent on a wealth-per-enrolled-child basis using an inverse ratio; 50 percent on a relative need basis; and 10 percent on an incentive basis. The Committee expressed the hope that there be no great differentiation in the amounts allocated to each area for fiscal 1968.[1]

The Committee discussed selection of materials, delivery systems, maintenance of effort and publicity. Then:

> A question was raised as to the reason for the recommendation of the Advisory Committee concerning the 75-25 percent ratio in purchasing print and non-print material not being adopted. It was explained that the committee in the Department of Public Instruction approving the amendments felt there would be a tendency on the part of the areas to order 75 percent non-print materials if they were given this leeway. It was also felt that the areas were in great need of print materials. Therefore, the decision was made to confine the areas to a 50-50 percent ratio for fiscal 1968.
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> . . . .
>
> Mr. Cochran moved that the same motion made previously by the Advisory Committee regarding the 75-25 percent ratio of expenditure of funds for print and non-print materials be adopted for fiscal 1969. The motion was seconded by Mr. Greve and passed by the Committee.[2]

A question of eligibility for use of Title II materials by those students obtaining high school diplomas through adult education courses was raised. "The Federal Guidelines, page 1, state: 'Persons enrolled in adult education courses or in courses beyond grade 12 are not eligible.'"[3]

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[1] Ibid., p. 3. [2] Ibid., pp. 3-4. [3] Ibid., p. 4.

This was the last meeting attended by Mr. Kessler and he "expressed his appreciation to the Committee for the support they had given him in his work with Title II."[1]

December 13, 1967

Meeting in conjunction with the sub-agency chairmen at Ottumwa, the Committee briefly touched on the following:

Delivery of materials to Catholic schools
Lease-to-own purchase agreements for films
A newly-published revised edition of Iowa's State Plan for Title II
An extended definition of the terms print and non-print materials
Professional staff for the centers
The enlistment of local support for the centers
The future meeting at Council Bluffs
The possibility of materials cataloging by data processing[2]

Fiscal matters were again important:

> . . . The formula for the distribution of funds for fiscal 1968 is as follows:
> (1) 40% of Iowa's total allocation to be distributed on the basis of per-enrolled child.
> (2) 30% on the basis of wealth per-enrolled child calculated on an inverse ratio.
> (3) 30% on the basis of relative need. The information for this factor was determined from the September, 1966, school library report. The number of volumes on this report in both centralized and room collections was divided by the adjusted enrollment of those buildings reporting to determine the average volumes-per-child for each area.[3]
>
> It was explained that the third factor, that of relative need, was calculated in the following three ways:
> (1) Using a straight inverse ratio.
> (2) Guaranteeing each area $50,000, taking the difference out of the relative need amount, and distributing the remainder of that amount on an inverse ratio.
> (3) Giving each area $10,000 under the relative need amount and distributing the remainder of that amount

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[1] Ibid.

[2] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of December 13, 1967, pp. 1-6. (Duplicated copy.)

[3] Ibid., pp. 2-3.

on an inverse ratio.

The latter method of calculation was the one recommended and adopted by the committee within the Department of Public Instruction which met to study the distribution formula.[1]

. . . .

LeRoy Simonson questioned the Advisory Committee's recommendation regarding the 75-25 percent ratio in purchasing print and non-print material not being accepted. A motion was made by Mr. Simonson that the next time the State Plan is amended, it should be changed from allowing a division of 50-50 percent of funds for print and non-print materials as presently stated, to allow for a division of available funds, of 25 percent minimum and 75 percent maximum for either print or non-print instructional materials. Earl Johnson seconded the motion. Some discussion followed concerning a 60-40 percent division, but no recommendation was made. Mr. Granner suggested that the Advisory Committee go on record as having nothing to do with the 1968 fiscal allocations. Following this discussion, the motion was carried.[2]

. . . .

It was reported that Mr. Spurlock had received a request from Paul Johnston, State Superintendent, Department of Public Instruction, for an estimated amount to be included in the State budget which will be sent to the next State legislature to be used for the operation of ESEA Title II centers. Each State Advisory Committee member and Sub-Agency Chairman is requested to submit to Mr. Spurlock suggested cost factors and related information which will be compiled and presented to Mr. Johnston. The Committee recommended that aid be obtained for purchasing materials as well as operating the centers.

Mr. Earl Johnson reported that AVEAI (Audiovisual Education Association of Iowa) would like to examine Title II and write a bill for legislative money to assist the ESEA Title II centers. Mr. Spurlock indicated that he felt the best channel to work through in getting aid for Title II is through the budget of the Department of Public Instruction. It was the general feeling of the Committee that it is not probable that aid would be obtained through a separate bill at this time, and this should be left to the Department of Public Instruction.

A question was raised as to whether there is any indication that Title II will be extended so that a State Title III plan might be reconsidered which would coincide with Title II. Mr. Spurlock stated that it is not possible to write one plan to support another even though coordination of the two plans is encouraged. . .[3]

. . . .

A discussion regarding the possibility of legislation on the intermediate unit which would involve Title II followed. Mr. Granner reported that there were presently three proposals

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[1] Ibid. [2] Ibid., p. 4. [3] Ibid., p. 5.

> as follows: (1) to eliminate the county office; (2) to leave the arrangement as it now stands; and (3) to move directly into the large area concept. It was the general feeling that there will be some action taken.[1]

February 14, 1968

Meeting in conjunction with the center personnel at Council Bluffs, the committee met at 2:30 p.m. During the morning general session, the people in attendance had divided into four study groups for the purpose of making recommendations. The groups discussed:

A. Amendments to Iowa's State Plan for ESEA Title II
B. The Possibilities for Cooperative Services Among the Sixteen Areas
C. DPI Budget for Support of ESEA Title II Centers
D. Fiscal 1969 Funds

The Committee reviewed all recommendations from the groups, but the most significant action follows:

> It was moved by Clyde Greve and seconded by Earl Johnson that the State Plan be amended so that an area may expend up to 75 percent and not less than 25 percent of its annual allocation for either print or non-print materials. This division of funds should be reviewed annually by the area. The motion was passed.[2]
>
> . . . .
>
> Vance Stead moved that Title II funds not be used for the development of model demonstration elementary material centers. The motion was seconded by Lee Cochran and passed by the Committee.[3]
>
> . . . .
>
> It was moved by LeRoy Simonson and seconded by Clyde Greve that a committee of three representing the sixteen areas be established to work with the Department of Public Instruction to develop a standard form for submitting Title II operational budgets to the Department. The motion was carried unanimously.[4]

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[1] Ibid., p. 6.

[2] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of February 14, 1968, p. 1. (Duplicated copy.)

[3] Ibid., p. 2.

[4] Ibid.

April 10-11, 1968

Meeting in Sioux City with all Title II personnel, the Committee dealt with several minor problems and one major.

> The copies of the memo regarding the amendment to Sections 3.51 and 3.52 of the State Plan . . . were called to the group's attention. The amendments read as follows:
> 3.51 Criteria to be used in determining that portion of the allotment to be expended for printed materials.
> Beginning with fiscal year 1969, not more than 75 percent and not less than 25 percent of the total allotment shall be spent for printed materials. The amount spent shall be determined by the need of the area. Each sub-agency must justify this need to the State Department of Public Instruction . . .

Under identical wording, the limit was established for non-print materials.

> It was explained that the above amendments have been approved by Paul Johnston, State Superintendent of Public Instruction, and will be presented to the State Board of Public Instruction on April 19 for approval.[1]

This was a major victory for the people most interested in non-print materials. In the future, not a single center would spend 75 percent of its allocation on print material. Paul Johnston, by his steadfast refusal during the early years of the program to allow the entire allocation to be spent on non-print materials, had fostered a system of multi-media centers rather than sixteen film libraries.

The following topics were also briefly touched upon: job descriptions for center personnel, need for publicity, role of the Advisory Committee, the Hawk's Music Series, plans for fiscal 1969 and using state administrative funds to get centralized cataloging started.

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[1] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of April 10-11, 1968, pp. 1-2. (Duplicated copy.)

June 18-19, 1968

This meeting was held at Mason City. Mr. Virgil Kellogg announced that on April 23, 1968, a memo had been sent to Walter Edgren, Assistant Superintendent, DPI, requesting permission to obligate all ESEA Title II fiscal 1968 administrative funds to provide financial assistance in the development of book catalogs. This was the beginning of the Davenport data processing project.[1]

Mr. William J. Hoffman, ESEA Title II Program Officer from the Regional Office of Education was present. The major topic of discussion was to have significance for the program.

> Considerable discussion followed regarding the anticipated cut in ESEA Title II funds in fiscal year 1969. Mr. Hoffman was asked to express his opinion as to how this cut would affect Iowa in comparison to other states. It was his opinion that the cut would have less effect on Iowa since it has concentrated all its funds into sixteen areas rather than into the local school districts. Another question was raised as to whether this cut in funds was an indication of the phasing out of the Title II program. Mr. Hoffman replied that he felt that it was not an indication of a phasing out of federal funding but rather a phasing out of categorical aid as such so that in the future states would be given more freedom in how they might spend their funds.
>
> The possibility of obtaining state aid to supplement Title II funds was discussed and the question of the legality of using state funds for providing materials to non-public schools was raised. Father Bleich expressed his concern that the materials and services provided under ESEA Title II continue to be made available to non-public school children as well as public school children. A discussion followed regarding the delivery of materials to non-public schools.
>
> A suggestion was made that it may be necessary to take a whole new look at Title II in Iowa, and to examine the possibility of consolidating some of the centers, particularly in regard to the films. Mr. Kellogg mentioned the fact that the State Board had, in their May 8, 1968 meeting, moved that Title II regional sub-agencies be encouraged to investigate the possibilities of combining areas for the support of the distribution of Title II materials.[2]

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[1] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of June 18-19, 1968, p. 1. (Duplicated copy.)

[2] Ibid., pp. 1-2.

The only other topic discussed was the possibility of establishing a minimum amount of allocation for fiscal year 1969.

October 2-4, 1968

Meeting in Decorah, the Committee held two sessions. A new publication entitled "Iowa's Regional Media Centers--Guidelines" was distributed. Mr. Spurlock explained that the term "regional" would be used in the future rather than "area" to avoid confusion with the media centers located in the area vocational schools.

> The amendment to Section 3.31-5 of Iowa's State Plan for Title II, ESEA, was distributed for discussion. The amendment, relative to the formula for the distribution of funds, was approved by the State Board of Public Instruction on September 19, 1968, and by the U. S. Office of Education on September 23, 1968. In view of the anticipated cut in funds, provision is made in this amendment so that a base amount of equal amount not to exceed $20,000 may be allocated to each area. The remainder of the State's allocation would then be allocated on the following basis: 40% per-enrolled child; 30% wealth-per-child using an inverse ratio; and 30% relative need. Provision is also made that a base amount need not be allocated to the sixteen areas if Iowa's total Title II allocations for any given fiscal year is equal to or greater than the average of the allocations of the first three fiscal years of operation (fiscal years 1966, 1967, 1968).[1]

At this particular time, the Committee was concerned with the problem of moving the centers from a depository to a service concept. The one factor they envisioned as best doing this was the hiring of professional personnel for the centers. At the second session:

> A motion was then made by Clyde Greve that effective November 1, 1968, personnel newly employed in the Regional Media Centers meet all appropriate certification requirements. The motion was seconded by Doris Fistler. A discussion regarding certification requirements and temporary certification followed. The motion carried.[2]

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[1] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of October 2-4, 1968, p. 1. (Duplicated copy.)

[2] Ibid., p. 3.

From the beginning of the program, several centers had levied "service fees" for various functions.

> The question of the regional centers charging service fees was raised. It was reported that Wm. Hoffman, Regional ESEA Program Officer, had raised the question of service fees with the U. S. Office of Education in Washington. It was their interpretation that service fees could be charged to local and non-public schools as long as the fees were charged on an equitable basis.[1]

November 19, 1968

At a special meeting held at the Grimes State Office Building, the Committee discussed in detail a position paper they had prepared.

> Mr. Earl Johnson briefly outlined the background of the paper explaining that during the Mason City meeting last June the Committee felt that they should express themselves in some written form *so that those in authority might know of their existence and of their concerns* in regard to the ESEA Title II program. [Italics are writer's.][2]

The entire text of the position paper is contained in Appendix XVI. The minutes of the Committee meeting outline briefly the discussion caused by each of the ten items of concern and eight recommendations. The paper is significant because it formally states many of the misgivings the Committee members felt at the beginning of the program, most of which still existed in 1971.

Another important topic was discussed:

> Two tentative plans for allocating the fiscal 1969 funds had been sent to members of the Advisory Committee prior to the meeting--one plan with a $20,000 base amount; the other with a $15,000 base amount. The Committee had no other suggestions for distributing the funds which would fall under the guidelines set forth in Iowa's State Plan for ESEA Title II. After considerable discussion . . . Clyde Greve moved and Louise Messer seconded that the plan

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[1] *Ibid.*, p. 2.

[2] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of November 19, 1968, p. 1. (Duplicated copy.)

> with the $20,000 base be used for the distribution of ESEA Title II funds for fiscal year 1969. The motion passed. It was announced that the amount of Iowa's allocations for fiscal 1969 will be $722,942.00.[1]

It was also announced that:

> . . . an amount of $360,000, biennium, has been requested in the Department of Public Instruction budget for the delivery of ESEA Title II materials. It is quite possible that this amount will be cut, but members of the Committee were requested to do some thinking as to how this money might be allocated to the sixteen areas.[2]

January 22-24, 1969

Meeting at Marshalltown in conjunction with all Title II personnel, the Committee discussed possible criteria that might be used for the distribution of the requested $320,000 for delivery systems. The major discussion, however, at both scheduled meetings revolved around the rough draft of a State ESEA Title II Evaluation form. The following time table was suggested:

1. A rough draft of the questionnaire as developed at this meeting be mailed to all sub-agency chairmen and professional personnel two weeks prior to the ESEA Title II meeting to be held in Davenport on March 27-28, 1969.
2. The questionnaire be discussed at the Davenport meeting by all members in attendance.
3. The final draft of the questionnaire be completed and ready for distribution by May 1, 1969.
4. The questionnaire be returned and developed into a report during the summer months, 1969.[3]

March 26, 1969

William Edgar, Director of the Division of Curriculum, and Richard Delaney, State Board of Public Instruction member, were guests at this meeting held at Davenport.

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[1] Ibid., p. 4. [2] Ibid., p. 5.

[3] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of January 22-24, 1969, p. 2. (Duplicated copy.)

In regard to a request that the State Legislature provide funds for the distribution of ESEA Title II materials:

> It was reported that the Governor did not accept the line items included in the Department of Public Instruction's budget. Therefore, no funds for this purpose should be anticipated.[1]

The next topic of discussion was a letter sent by John Mecklenburg, Area V, Sub-Agency Chairman, to the Iowa State Board of Public Instruction.

> The letter . . . included a proposal to initiate in Area V a pilot project whereby the printed materials previously purchased through Title II funds and presently stored in the Area V Instructional Materials Center be distributed on some equitable basis to the local, public and non-public schools in the area being served.[2]

This action by Area V brought a controversial situation to a confrontation. It is fair to state that Area V had never viewed books as a regional media center material. They had purchased books only because the guidelines dictated it. Their philosophy was to buy expensive sets of materials in duplicate, box them and distribute them in sets--such as, the Great Books of the Western World. They also bought separate titles related to a subject or unit of time and distributed them as a complete set in boxes, but they really wanted no part of the book business.

This must have been a very tense meeting. A member of the State Board was present, Mr. Spurlock's superior was present and each advisory committee member must have been anxious to prove his professional expertise.

> A suggestion was made that some committee of two or three non-biased people visit the Area V center and evaluate the program, taking into account reactions of teachers in that area. It was emphasized that since the books are distributed primarily by boxes, it is difficult to know if the individual books are actually being used.

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[1] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of March 26, 1969, p. 1. (Duplicated copy.)

[2] Ibid.

This suggestion was not followed by action.

> Mr. Spurlock reported that he felt his recommendation to Mr. Johnston would be to encourage Mr. Mecklenburg to continue to support the distribution of books from the area center until the State evaluation is completed. If, at that time, the evaluation should indicate that some adjustments need to be made, the State Plan will be studied and analyzed, and perhaps amended. He further stated that he would recommend that Area V submit a detailed plan of its proposal for distributing the books before it could be approved.
>
> Mr. Greve expressed his concern that the Title II program in Iowa is impeding, rather than promoting, the development of local school libraries.
>
> . . . .
>
> A motion was made by Clyde Greve that John Mecklenburg submit the proposal in detail for evaluation by the State Advisory Committee at which time the Committee would react to it and take further steps. The motion was seconded by LeRoy Simonson and carried by the Committee.
>
> Mr. Edgar was asked to express his opinion regarding the topic of discussion. He expressed his feeling that Title II is relatively new in education and as with any new program, will have problems to be solved. However, it was his feeling that each year ESEA Title II has seen some progress. He further suggested that the books contained in the centers are selected by area selection committees representative of the teachers and librarians in the areas. If the books are not meeting the needs of the local schools, then a second look should be taken at the selection policies. Finally, Mr. Edgar expressed his opinion that the amount being asked of the county boards of education to support the operation of the centers is actually a relatively small amount to be spread throughout the entire counties.[1]

Thus ended the discussion of this controversial matter with the State Department maintaining its strong support of the state plan.

The committee voted to use the same formula for distribution of funds in 1970 that had been used in 1969.

A lengthy discussion of the planned state evaluation procedure led to no conclusions.

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[1] Ibid., pp. 1-2.

The meeting ended with the announcement by Lee Cochran that he was resigning from the committee for health reasons. His friends wished him well.

May 21, 1969

This rather uneventful meeting was held at Dubuque. It was announced that questionnaires concerning the state evaluation of Title II had been distributed in Areas II, III, IX, and XIII. Approximately 46% had been returned and the report would be presented later.

There is evidence that the Committee was still uneasy concerning its role. It was decided that the Committee's presentation at the general meeting would be as follows:

> . . . first, the role of the Committee in its advisory capacity would be defined; secondly, the concerns of the Advisory Committee as expressed in its position paper would be reviewed; and finally, time would be allowed for questions from the floor.[1]

October 1, 1969

At a Wednesday night meeting in Fort Dodge, the Committee welcomed a new member. Mr. Steven Knudsen, Head of the Media Resource Center at Iowa State University replaced Mr. Lee Cochran who had previously resigned.

A main topic of conversation was the report ESEA Title II in Iowa--A Pilot Evaluation.

> It was suggested that transparencies emphasizing significant portions of the evaluation be developed and that a presentation be made to the State Coordinating Committee and State Advisory Council for the Improvement of Education in Iowa. During this presentation, the services of the State Title II staff should be offered to attend any of the sixteen area superintendents' meetings to discuss the summary report. The reports themselves will

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[1] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of May 21, 1969, p. 1. (Duplicated copy.)

> be distributed to the county and local superintendents by the sixteen regional center personnel or sub-agency chairmen.[1]

The Committee spent some time studying possible means of allocating 1970 funds. Rumors that 1970 funds would be drastically cut or eliminated were circulating. There was much concern that the smaller centers should continue to receive adequate support.

> It was decided that tentative plans would be calculated for the distribution of funds based on Iowa's fiscal year 1969 allocation using a 0, $5,000, $10,000, $15,000, and $20,000 base. These plans will be sent to the Advisory Committee members for their study and analysis.[2]

Possible amendments to the State Plan were discussed.

> A question as to whether an amendment should be made to allow for placement of print materials in the schools for a longer period of time was raised. The advantages and disadvantages of such an amendment were discussed but no action was taken by the Committee.[3]

The Committee was aware that the following day they and the regional Title II personnel would be addressed by State Superintendent of Public Instruction, Paul F. Johnston. While Mr. Johnston had consistently supported the concept of regional media centers, many people suspected the motivation for such action arose from the desire to see established strong regional educational service agencies which would replace the out-dated county school systems and encompass much more than media services. He had also failed to provide badly needed operational funds for the centers and by this time the Committee was rather pessimistic about the ability or desire of several centers to grow into service agencies the Committee could accept as adequate. Against this background:

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[1] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of October 1, 1969, p. 1. (Duplicated copy.)

[2] *Ibid.*, p. 2.

[3] *Ibid.*

> The impact of ESEA Title II in Iowa was discussed. It was pointed out that this is a very difficult factor to measure in Iowa since the funds are allocated on a regional basis rather than to local schools. Concern was expressed that some local schools are becoming much too dependent upon the regional centers so that the Title II funds are actually supplanting rather than supplementing the work of the local schools.[1]

April 15, 1970

This meeting was held at the Area VII Educational Media Center in Waterloo. Funds for 1970 had been announced on April 6, 1970. The amount had drastically been cut back.

> Lists showing the amounts of the fiscal 1970 allocations and a summary of each area's allocations for the five years of the program were distributed.
>
> . . . .
>
> The methods of allocating funds during the past five years were discussed and the amendment to the State Plan, effective fiscal year 1969, which allowed each area an equal base amount was reviewed. It was explained that any amendments to change the method of allocating funds in the future would also have to go to the State Board of Public Instruction and to the U. S. Office of Education for their approval. Ideas for possible changes in the formula for distribution of funds for fiscal year 1970 were discussed with the following suggestions being made:
>
> 1. A local award or incentive grant to go to those areas who have professional personnel and/or delivery systems.
> 2. The wealth factor be changed to use some indicator other than assessed valuation.
> 3. A base amount off the top be made available to the areas on a matching basis. Each area would be allowed to claim up to a maximum amount which they would match, perhaps on an equal basis, for the purchase of materials. It was pointed out that if this were done, the amounts would have to be known early in order to incorporate the amounts into the budgets of the areas. A question was also raised as to whether materials purchased with local funds could be made available to non-public schools.
> 4. An incentive factor to be built into the formula which would reward areas that have been involved in developing building-level media centers. It was pointed out that stimulating local support in order to develop local media centers was the original intent of ESEA Title II.

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[1] Ibid.

The above items were discussed extensively but no definite recommendation was made in regard to them. However, it was suggested that if Iowa received fiscal year 1971 funds, that the base amount be reduced as much as possible in order to decrease the differences in per-pupil amounts.[1]

The following day at the general meeting the participants were divided into four discussion groups. The topics were:

(1) ERIC
(2) Cooperative services
(3) Plans for Fiscal Year 1971 meetings
(4) Revision of Guidelines

Under the second topic one finds "it was felt that a centralized catalog of professional materials might be of value to the regional centers."[2]

November 5, 1970

The decision had been made to abandon the policy of holding the state meetings at media center locations since many people felt it was more desirable to meet at a centralized location. This was the first of a series of meetings held at Des Moines.

Mr. Harold Granner had resigned from the Committee. He was replaced by Mr. Forrest Brouhard, County Superintendent of Schools, Cass County, Atlantic, Iowa. Mr. Russell Blumeyer also had recently assumed the position of ESEA Title II consultant vacated by Miss Shirley Watkins. Father James Holden had also resigned from the Committee, but his replacement had not been chosen.[3]

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[1] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of April 15, 1970, p. 1-2. (Duplicated copy.)

[2] Ibid., p. 2.

[3] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of November 5, 1970, p. 1. (Duplicated copy.)

Mr. Spurlock presented a list of concerns to the Committee that included:

> (1) The need for a revision of the method of allocating ESEA Title II funds for the fiscal years 1972 and 1973.
> (2) The need for guidelines if, and when, the Committee is confronted with a request to change the present geographic boundaries of one, or more, of the sixteen regions.
> (3) The possibility of using ESEA Title II funds to purchase existing county and, or, cooperative film libraries.
> (4) The consideration of any necessary action concerning the recommendation of the cooperative services committee to place all of the 16mm professional films in one central library and location.[1]

At this point, one of the committee members forced the Committee to examine once again its changing role.

> Mr. Greve stated what he felt was another major concern. His concern in question form was--What is the real role of the ESEA Title II State Advisory Committee? He elaborated by asking--Is the committee responsible for only the ESEA Title II program? If so, how did the Hawks Music Program, applications and projects using Special Education funds and others become a part of the committee's functions and responsibilities?
>
> Following the presentation of these major concerns described above, the committee decided to discuss the concern of determining the role of the committee first. This concern stated another way could be--should the ESEA Title II State Advisory Committee deal only with Title II problems, or should it be expanded in membership, stature, representatives from other disciplines, etc., to give advice and counsel for the variety of projects and funds which seemingly have become a part of the sixteen regional educational media centers? Considerable discussion of this concern followed. Then, in an effort to move along, Mr. Spurlock asked for a motion. Mr. Knudsen moved that the ESEA Title II State Advisory Committee consider impinging programs as they relate to Title II as well as the Title II programs as originally charged in the State of Iowa Plan. Mr. Simonson seconded the motion. The motion carried with a 6 to 1 vote. It was further agreed and a consensus of the committee that Mr. Spurlock secure information as to the legality of this role by the committee and to report his findings and information to the committee at its next meeting.[2]

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[1] Ibid.

[2] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of November 5, 1970, pp. 1-2. (Duplicated copy.)

The Committee agreed to discuss the allocation formula at their Friday meeting and also planned a special later meeting. No other formal action was taken relating to the concerns presented.

> Mr. Spurlock called the committee's attention to the cooperative services committee report and its recommendation for establishing a centralized 16mm professional film library . . . After some discussion, the committee unanimously accepted the report and its content as presented. They agreed to discuss the proposal at a later meeting.[1]

November 6, 1970

Meeting for a short period the following day, the committee first selected and arranged its agenda.

> . . . the first order of business was a consideration of the major concern regarding the establishment of a centralized 16mm professional film library. The discussion which followed varied from the feeling of not taking any action at this time based upon the expression of some of the regional media center personnel in Friday morning's session; to a review and inquiry of the intent of ESEA Title II funds; and on to the immediate implementation of the committee's recommendation. After a discussion period, Mr. Clyde Greve moved that the State ESEA Title II Plan be revised to include a statement establishing a library of professional films to be placed with and administered by one of the regional centers. Funds for this to be taken from the state allotment, other than administrative funds, with the amount to be determined later. Seconded by Mr. Knudsen. Motion carried unanimously. Mr. Simonson moved the adoption of the committee's report and its proposal to share professional films and advised Mr. Spurlock to take the necessary action to implement the program. Mr. Johnson seconded the motion. The motion carried unanimously.[2]

The next topic dealt with purchasing existing county or cooperative film libraries with Title II monies.

> . . . Finally, Mr. Greve made a motion that the . . . Committee recommends that approval be given for the use of ESEA Title II funds, within federal guidelines and limitations, to purchase other film libraries based on a fair

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[1] Ibid., p. 2.

[2] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of November 6, 1970, p. 1. (Duplicated copy.)

> appraisal value, beginning with the fiscal year 1972. Mr. Johnson seconded the motion. The motion carried with a 6 to 1 vote.[1]

At this point, the Committee felt the remaining topics were too complex to solve in the time remaining. They set a new meeting for Tuesday, January 12, 1971 at 10:00 a.m. at the Grimes State Office Building. One of the complicated issues involved the allocation of funds.

> Several recommendations of items to include in determining local effort for use in allocating ESEA Title II funds for 1972 and 1973 were presented . . . Mr. Brouhard also requested that Mr. Spurlock send a questionnaire to the appropriate personnel in all of the regional media centers asking for their suggestions which could be included in the determination of local effort for allocating ESEA Title II funds for fiscal years 1972 and 1973. The committee supported this request of Mr. Brouhard and asked that the questionnaire be prepared and sent.[2]

Possible criteria under discussion had included:

> Proposed Formula No Base Allocation
>
> 1. $3,000.00 for each truck making at least 1.5 weekly deliveries to each attendance center.
>
> 2. $2,000.00 for each professional (certified) person other than the director working full time in the Title II project.
>
> 3. $300.00 for each full-time person in the Title II program. (Clerks, film inspection personnel, 1 secretary but not drivers, which are covered by #1).
>
> 4. The relative need factor to be determined by the number of 16mm films in the area.
>
> 5. Balance of allocation to be distributed on a per pupil basis.[3]

January 12, 1971

Meeting in special session in Des Moines, the Committee gained two new members. They were Rev. Charles Mann, Principal of Assumption High

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[1] Ibid. [2] Ibid., p. 2. [3] Ibid., p. 3.

School in Davenport and Mr. Cletus Koppen, Dubuque County Superintendent. Mr. Koppen's appointment was welcomed quite warmly. For some time there had been expressed the need of having a sub-agency chairman on the Committee.[1]

The first topic of discussion was the rewarding of local effort through the allocation formula.

> The summary of the completed questionnaires on this problem was reviewed and discussed. A number of questions were raised by the committee in an attempt to better understand and formulate a recommendation. After spending considerable time discussing the problem, the committee decided to eliminate those factors or items which should not be included in a new formula . . . Mr. Stead made a motion, seconded by Mr. Koppen, to eliminate the rewarding of a center for a delivery system from the formula used for allocating ESEA Title II funds for next year and that a study of this particular problem be undertaken during the coming year. The motion received seven yes votes and one no vote.
>
> Miss Messer made a motion, seconded by Mr. Knudsen, to eliminate the rewarding of a center for a professional staff . . . This motion carried unanimously.
>
> Mr. Koppen moved, seconded by Mr. Simonson, to eliminate the rewarding of a center for local effort (those who are spending local tax dollars for materials) . . . This motion carried on a five to three vote.[2]
>
> Mr. Spurlock reminded the committee of its action at the last advisory committee meeting regarding the proposal of a 16mm professional film library . . . Mr. Spurlock felt the implementation of this motion could affect the formula and allocation of ESEA Title II funds for next year . . . After some additional discussion, Mr. Koppen moved that the present 16mm professional film library program with a few refinements . . . be continued for one year. Mr. Brouhard seconded the motion. This motion received seven yes votes and one no vote.[3]

Finally, to end the discussion:

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[1] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of January 12, 1971, p. 1. (Duplicated copy.)

[2] Ibid., pp. 1-2.

[3] Ibid., p. 2.

> Mr. Stead moved that Mr. Spurlock and the ESEA Title II staff prepare a number of tentative ESEA Title II allocation plans for next year following the fiscal year 1971 guidelines with some possible revisions, deviations, or alternatives for the committee to consider at its February meeting. The motion carried unanimously.[1]

Thus ended a real struggle for the Committee. While they very much wanted the centers to be more aggressive and move their programs onto a more sophisticated basis, they gradually realized that rewarding the centers for "local effort" only rewarded the stronger centers and moved them that much farther ahead.

The Committee then faced its first serious proposal for a change of area boundaries.

> Mr. Dave Bechtel, Administrative Assistant, State Department of Public Instruction, was invited to come in to the meeting at this time to present his views and feelings regarding this problem. He provided the committee with some additional information, answered several questions related to the problem, and in summary stated that in his opinion the State Board of Public Instruction probably would delay any action regarding boundary changes and the sixteen Title II regional centers until after the present session of the General Assembly adjourns to see what legislation might be enacted regarding the proposed RESA unit. Mr. Bechtel referred the committee to the bill for an act to create a system of regional education service agencies which will hopefully be considered by the General Assembly sometime this session. A copy of *Education . . . the Key to Growth in Iowa, Report to the Sixty Fourth General Assembly, State of Iowa*, published by the State Board of Public Instruction, January 1971 was distributed to each of the committee members.[2]

All of this activity was caused by a letter sent by the County Superintendent of Schools for Delaware County. See Appendix XVII for a copy of the letter. Unlike most areas of the state, Area VIII or the Dubuque area had never successfully organized an area vocational-technical school or community college. For this reason, the area lacked the cohesiveness of the other areas. When the area was divided to receive services from existing area schools, loyalties were touched that eventually led to the desire by certain areas to change the boundaries of the Title II centers. The centers affected were Area I, Area VIII, and Area IX.

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[1] *Ibid.*

[2] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of January 12, 1971, p. 3. (Duplicated copy.)

> After some consideration, Mr. Brouhard moved, seconded by Mr. Simonson, that the ESEA Title II State Advisory Committee take no action in making a recommendation regarding the request in the minutes of the regular Delaware County Board of Education meeting, Courthouse, Manchester, Iowa held on December 7, 1970 until a determination is made that all parties involved are in full agreement and that it is in the best interest of the students who would be served by this change. This motion received seven yes votes and one abstaining vote.[1]

February 4, 1971

This meeting, held in Des Moines, was delayed due to weather conditions. Mrs. Yvonne Carter, Program Specialist, Upper Midwest Program Operations Branch, U. S. Office of Education was introduced.

> Mrs. Carter arrived in Iowa on Sunday evening, January 31, and had spent the three day period preceding this morning visiting eight of the sixteen regional educational media centers with Mr. Spurlock and Mr. Blumeyer. Mrs. Carter briefly explained her position, duties and responsibilities with the ESEA Title II program in the U. S. Office of Education. She also commented on her observations of the eight regional educational media centers she visited. She stated that, in general, she liked what she saw and felt that the Iowa Title II program using the regional approach was doing many good things and providing a real service. After her comments, Mrs. Carter answered questions raised by committee members.[2]

The development of an allocation formula for fiscal year 1972 was discussed. New enrollment and assessed valuation data were available for use. Mrs. Carter was asked several questions pertaining to the relative need factor.

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[1] Ibid.

[2] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of February 4, 1971, p. 1. (Duplicated copy.)

> Mr. Spurlock also told the committee that since they had supported and advocated the need for a professional staff in each of the sixteen regional centers from the beginning, and since Mrs. Carter had observed during her brief visits the importance and value of a professional staff in each of the centers, he was considering the possibility of informing all those attending the February ESEA Title II Statewide Meeting that each center had to have at least one professional staff member (professional to be defined and determined later) beginning fiscal year 1972 or they would not receive Title II funds.[1]

It was agreed that the state staff would prepare several plans to present to the April meeting.

> The problem of changing the geographic boundaries of one, or more, of the sixteen regional educational media centers was the last item discussed. The boundary problem considered at the January 12, 1971 meeting involving Delaware and Jackson counties and affecting the boundaries of the present Area I, VIII, and IX regional centers was reviewed and updated. Since the January, 1971 meeting a letter from the Area VIII Superintendents regarding this problem has been received by the State Department of Public Instruction . . . . Mr. Koppen stated that this letter needed clarification. A letter from Area IX regarding this problem was presented to the committee by Mr. John Haack, Director, Area IX Instructional Materials Center . . . Following considerable discussion, and although no formal action was taken, it was the feeling of the committee that no decision or recommendation could be made by the committee regarding this problem because of insufficient information. The State Department of Public Instruction has not received an official letter or statement at this time from Jackson County.[2]

Copies of the two letters mentioned appear in Appendices XVIII and XIX.

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[1] Ibid., p. 2.

[2] Ibid.

April 22, 1971

At this Des Moines meeting, Mr. Spurlock announced the resignation of Rev. Charles Mann from the Committee as of April 21, 1971.[1]

On February 15, 1971, DPI received a resolution passed by the Superintendent's group in Area V. Of the 50 superintendents present--98% supported the resolution. The full text is presented in Appendix XX. In part, the resolution read:

> . . . WHEREAS, we disagree completely with the concept of having books in a regional depository because of inaccessability, high storage costs, high delivery costs, and
> WHEREAS, far more use would be made of a smaller number of books appropriately selected and permanently placed in each local school . . . be it resolved . . . that this body go on record as strongly supporting a change . . . 100% of the monies received for fiscal 1972 and succeeding years may, at the option of the Sub-Agency Chairman and his advisory committees, be expended for either print or non-print materials, or a combination thereof.
> IT IS FURTHER RESOLVED that . . . the Title II Plan [provide] a provision whereby the present stocks of library books now found in the Title II centers throughout Iowa may, at the option of the Sub-Agency Chairman and his advisory committees, be disseminated to the local schools of the respective areas on some equitable basis.[2]

The old controversy pertaining to the value of books in a regional center had reappeared and the Committee spent a considerable amount of time discussing it.

> A discussion of the status of the Area V resolution which calls for a change, or changes, in the present ESEA Title II program followed. Mr. Spurlock reported the State Board of Public Instruction had not taken any official action on this resolution at this time. He told them of having prepared a set of transparencies explaining why books should be in the regional educational media centers. The set also includes some of the problems of placing library books in the centers. He reported receiving an invitation to discuss this resolution

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[1] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of April 22, 1971, p. 1. (Duplicated copy.)

[2] Area V Superintendents. "Resolution." Fort Dodge, Iowa. February 11, 1971.

> from Area I and XI and that he had made both presentations. Several of the transparencies used at the two meetings were projected and supplemented with brief explanatory remarks.
>
> Considerable discussion of the resolution and the present ESEA Title II program followed. A number of questions were asked. For example--How many of the superintendents in Iowa are in favor of the present ESEA Title II plan of books and films? Could the present ESEA Title II program keep or influence some of the areas from supporting the development and establishment of the RESA in Iowa? Will the U. S. Office of Education and the Title II administration at the federal level approve a change in the Iowa ESEA Title II plan to permit the expenditure of all the funds for non-print (films) materials? Shouldn't the ESEA Title II State Advisory Committee be engaged in developing the guidelines of what a RESA should be and do? Will the Right to Read Program create a need for more print materials at the regional level in the very near future? Many, if not all of the pro's and con's of these questions were presented and discussed. After all the discussion and a request from Mr. Spurlock for them to express their feeling on the resolution, the committee felt they were not ready to take any formal action or make a recommendation at this time. There was some interest in meeting to develop recommendations and guidelines for the RESA.[1]

Although almost six years had passed since the writing of the Iowa plan, the controversy surrounding it was as strong as ever. The above statements taken from the minutes also support the argument that in Iowa the ESEA Title II program has been viewed as necessary to accomplishing the establishment of a RESA network.

The Committee next dealt with the request they had previously received for a boundary change between Areas VIII and IX.

> Copies of all pertinent material and proceedings of a meeting held in Maquoketa to consider this request and attended by all interested parties and Mr. Spurlock were distributed to the committee.
>
> Mr. Spurlock advised the committee that he had discussed the Maquoketa meeting with Mr. Johnston, Superintendent of Public Instruction. Mr. Johnston asked that the ESEA Title II Advisory Committee and Mr. Spurlock recommend a policy which could be used whenever a boundary change

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[1] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of April 22, 1971, pp. 1-2. (Duplicated copy.)

> occurs and which would provide for the restitution of materials on an equitable basis.[1]

Mr. Koppen, who was involved in the situation both as a member of the advisory committee and as sub-agency chairman of Area VIII, pointed out to the Committee that some factors against the exchange of materials were lease-to-own agreements for 16mm films, necessary catalog changes and revisions and shelf life of non-print materials.

> A number of formulas and proposals were suggested by the committee. Each one was discussed and considered in terms of its feasibility, equitability, and applicability. After some discussion, the committee concluded the following:
>
> 1. because of the uncertainty of receiving ESEA Title II funds in the future, it didn't appear as though money could or should be used in a restitution formula without some difficulty.
>
> 2. because of the complexity of dividing materials on an equitable basis, it didn't appear as though this could be achieved without some trouble or dissatisfaction.
>
> 3. if, and when a boundary change is made, it seemed advisable that all materials remain where they are, and only when an area is to be eliminated by legislation that the materials be transferred.
>
> Some additional comments and points of clarification were made. Then, Mr. Stead made the motion that after considering the statewide ESEA Title II program and the present request for boundary changes between areas and possible future requests, it is the recommendation of this committee when boundary changes are made between areas that no restitution of money or materials follow the seceding unit. Steve Knudsen seconded the motion.
>
> After a brief discussion of the motion, Miss Louise Messer moved the motion be tabled. LeRoy Simonson seconded the motion. A vote to table the motion resulted in three yes; four no; and one abstaining. The motion was defeated.
>
> A vote on the original motion followed. The vote was five yes; two no; and one abstained. The motion carried.[2]

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[1] Ibid., p. 2.

[2] Ibid., pp. 2-3.

April 23, 1971

Meeting the following day after the conclusion of the general meeting, the Committee invited the attendance of John Haack, Director, Area IX Instructional Materials Center; Dr. Jerry Stout, Superintendent, Joint County System of Muscatine and Scott Counties and Mrs. Jacqueline Hand, Director, Area VIII Instructional Materials Center.

> In answer to a question, a brief discussion relating to the study, time and consideration spent on the problem of boundary changes by the ESEA Title II State Advisory Committee in previous meetings followed.
>
> Dr. Jerry Stout questioned the resolution passed by the Advisory Committee and doubted whether it would be accepted by the Joint County Board of Muscatine and Scott Counties or the Jackson County Board of Education. A number of the committee members responded with statements, explanations, and the reasoning behind their resolution.
>
> Mr. Spurlock expressed the feeling that if there is a boundary change between two areas, there should be some equitable plan for the restitution of materials or money.
>
> A number of other problems were raised and discussed. Some suggestions . . . adding an amendment to the resolution endorsing the boundary change requested by Jackson County; taking a sum of money off the top of the ESEA Title II total allotment and before any allocations were made use the money for this purpose; and, the proposal stating that since a workable or satisfactory restitution plan could not be agreed upon, it was the recommendation that no boundary changes be made at this particular time. None of the proposals seemed acceptable.
>
> Mr. Haack stated that it seemed unfair to ask the Area IX center to serve approximately six thousand more students next year without receiving some restitution of materials or money. Following this, and in an effort to reach a compromise, he proposed that Area IX receive one seventh of the 1971 ESEA Title II allocation for Area VIII. This proposal was discussed but before any additional action was taken, the members decided to break for a late lunch.
>
> . . . .
>
> Steve Knudsen moved that the original resolution passed by the committee on Thursday, April 23, be revised by adding the following statement: except that unless such restitution is agreed to by the area losing the student population. Seconded by Mr. Koppen. A vote on the motion resulted in two yes and four no votes. The motion was defeated.

> Following this vote, Earl Johnson moved that the original resolution be amended by adding the statement except that this resolution will not preclude any compromise settlement arrived at mutually between the affected regional educational media centers. Mr. Brouhard seconded the motion.
>
> Doris Fistler moved to amend this motion and insert after the word settlement the statement involving uncataloged materials or monies. Mr. Koppen seconded the motion.
>
> Mr. Johnson's motion as amended by Doris Fistler and seconded by Clet Koppen reads as follows: that the original resolution be amended by adding except that this resolution will not preclude any compromise settlement involving uncataloged materials or monies arrived at mutually between the affected regional educational media centers.
>
> A vote on the amended motion received four yes and two no votes. The motion carried.[1]

Seemingly, the Committee had successfully dealt with one of the most sensitive problems that had ever faced it.

On the previous evening, the statewide meeting had heard a proposal that Area VI be instrumental in the writing of a ESEA Title III plan.

> Earl Johnson moved the ESEA Title II State Advisory Committee go on record favoring the proposed cooperative ESEA Title III-Title II 16mm professional film library project and that a letter be forwarded to Mr. Dale Watt, Chief, ESEA Title III, expressing the committee's support, Louise Messer seconded the motion.
>
> The voting on the motion resulted in five yes votes and one abstaining. The motion carried.[2]

During June of 1971, Mr. Earl Johnson resigned from the committee as he was leaving his position at the Ottumwa center.

September 30, 1971

The meeting was held at the Hotel Fort Des Moines. Mr. Spurlock introduced the newest member of the Advisory Committee, Sister Jane Hosch from the Sioux City Diocese. Sister Jane filled the vacancy left by Rev. Mann. A successor to Earl Johnson had been nominated but was not approved. The State Board of Public Instruction asked that the replacement have a strong background in career education.

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[1] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of April 23, 1971, pp. 3-4. (Duplicated copy.)

[2] Ibid., p. 4.

Miss Mary Jo Bruett was introduced. Her title is Referral Specialist, Educational Media Section, DPI. She joined the staff on August 16, 1971, to work with the founding of the Iowa Information Network Project. She explained that the network was based on the participation of eleven of the sixteen centers. Personnel from the chosen centers had attended a week-long institute conducted by leaders from the Far West Regional Laboratory at Berkeley, California. The pilot program was designed to increase the dissemination of educational research materials emphasizing the ERIC collection.

The committee received copies of the compromise agreement worked out between Area VIII and Area IX concerning the recent boundary change. Both centers indicated the compromise was working out very satisfactorily.

Mr. Spurlock distributed copies of the new State Plan and Program of Operational Procedure for ESEA Title II in Iowa. He explained that it had been written under the U. S. O. E. State Plan format called FAST (Federal Assistance Streamlining Task Force) and the development of POP (a written description of program and operational procedures). The members were asked to turn in suggestions concerning it by February 1, 1972.

> After discussing the proposal of establishing a term of office for each ESEA Title II State Advisory Committee member, no formal motion was made but it was the consensus of the committee that they continue the present system or plan of indefinite service. Mr. Spurlock emphasized that in bringing this topic up for discussion it should not be construed that he was seeking the resignation of anyone of the present committee members. He expressed his appreciation to them for all of their assistance,

> cooperation, and years of service to the Iowa ESEA Title II program.[1]

In other action the committee asked the DPI staff to gather information concerning "special purpose grants" in other states.

It was announced that a decision by DPI had been made to leave the cost allowed for processing one item of material at $1.10.

March 2, 1972

Meeting at the Hotel Savery in Des Moines, the Committee had a very full agenda. Mr. Spurlock introduced the newly-appointed member of the committee, Miss Christine Smith, the librarian at Tech High School in Des Moines. Her appointment took effect October 27, 1971.

Mr. Spurlock pointed out a mailing the Department had sent announcing that ESEA Title II at the federal level had been transferred to the Bureau of Libraries and Learning Resources. The implications of the transfer were not yet known.

Two guests from the Nebraska state education agency attended this meeting. They were Mrs. A. Esther Bronson, Director of ESEA Title II and Mr. John Schere, Library Media Consultant.

> Copies of the Area I Title II Advisory Committee minutes of February 21, 1972 containing a recommendation from the Area I Title II Program Committee to the Title II State Advisory Committee were distributed. This recommendation states as follows: "Following a discussion of the recommendations of the selection committees, it was moved by Father Hawes and seconded by Mr. Caballero that the Area I Title II Program Committee recommend to the Title II State Advisory Committee that the older books, or three or more copies of a title, be put on a permanent loan basis to the local schools. Motion carried."
>
> In the discussion which followed, Mr. Spurlock suggested a committee be formed to study the print phase of the ESEA

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[1] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of September 30, 1971, p. 2. (Duplicated copy.)

> Title II program. Additional discussion and consideration of other related issues followed. After some time to deliberate, the committee members felt the need for forming three study sub-committees to be appointed by the newly elected chairman, Mrs. Fistler, and Mr. Spurlock.[1]

In earlier action Mr. Simonson had nominated Mrs. Fistler as chairman and Mr. Knudsen had seconded the motion. She was unanimously elected the first formal chairman of the Advisory Committee.

Attached to the printed minutes was a list of committee assignments appointed following the meeting. They were:

Special Purpose Grants Committee
Mrs. Doris Fistler, Chairman
Mr. Vance Stead

Committee to Study Loan Period, Weeding Practices, and Ratio Between Print and Non-Print Materials
Mr. LeRoy Simonson, Chairman
Sister Jane Hosch
Mr. Steven Knudsen
Miss Louise Messer

Committee to Study Feasibility of Rewards and/or Penalties
Mr. Forrest Brouhard, Chairman
Mr. Cletus Koppen
Miss Christine Smith

The appointment of these sub-committees illustrates the frustrations the State Advisory Committee has experienced in its six years of existence.

Miss Louise Messer resigned from the ESEA Title II State Advisory Committee effective June 1, 1972. The State Department announced that they would seek a replacement from an area of the state that currently lacks representation on the committee, is a strong, multi-media oriented librarian, and preferably a woman.[2]

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[1] Educational Media Section, Minutes of the ESEA Title II State Advisory Committee, meeting of March 2, 1972, p. 3. (Duplicated copy.)

[2] Mailing from Paul Spurlock, Administrator, ESEA Title II, Des Moines, May 15, 1972.

Evaluation of the State Plan Amid Controversy and Change

Since its inception, the Iowa Plan for ESEA Title II has been surrounded by controversy. Unfortunately, neither the plan's supporters nor its critics have been able to prove that their stand on the issue is totally correct.

A few studies have been conducted relating to various aspects of the program, but they have been specific in nature and do not give an over-all view of its successes and failures. Future research will depend on the existence of reliable base-line data and the ability of the researcher to adequately isolate variables.[1]

While the Department of Public Instruction has wanted to accurately evaluate the program, both for themselves and the federal government, lack of personnel and funds has prevented this. The only official evaluation was conducted in 1969. It was a sampling of educator opinion regarding a relatively small number of items. A need for additional evaluative projects exists.

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[1] While producing a proposal for regional media centers in South Dakota, a survey of several Iowa and Nebraska regional media centers was conducted. Phillip Jay Slagle, "A Proposal for the Establishment and Operation of Regional Media Centers for the State of South Dakota" (unpublished Ph.D. dissertation, University of South Dakota, 1971).

Elementary teachers, who as a group are more consistent users of the regional education media center services than their secondary-level colleagues, were recently surveyed by Rex Clair Ingram in "Perceptions of Elementary Classroom Teachers Concerning Instructional Media and Services Provided by the Regional Media Centers in Iowa" (unpublished Ph.D. dissertation, Iowa State University, 1972).

The Controversy that Raged Over the Iowa Program in 1966-67

The procedure used in writing the State Plan and many of the procedures used in selecting the first year's materials were unacceptable to media specialists in the state.

Early in the fall of 1966, the results of a questionnaire sent to the sixteen media centers were compiled. The seventh item asked "What percentage of material has arrived?" In connection with books, seven centers indicated they had received no materials to that date. The average percentage reported was 35. All of the centers had received audio-visual materials with the average figure being 92%.

The eighth item asked "What percentage of these materials is now available for school use?" Twelve centers reported they had neither film nor books available as of that date.

Item 16 is of most interest. "Has your opinion changed regarding the workability of the guidelines since the inception of the program? If so, how?" The answers given by the people who filled out the questionnaire are of interest since they indicate the administrative attitude toward the program. They are reproduced in Appendix XXI.

University and college faculty members and media specialists returning from national conventions were particularly unhappy with the plan. Not only were they aware of what the plan was doing for local building collections in other states, many of them had been subjected to teasing in connection with Iowa's uniqueness.

At their annual fall meeting on October 21, 1966, the Iowa Association of School Librarians passed a resolution against continuing the

Iowa Plan. A copy of the resolution appears in Appendix XXII. The resolution states a desire to

> . . . work with legislators to outline a bill to submit to the Iowa Legislature in January, 1967, to instruct the Board of Public Instruction through the Department of Public Instruction to review Title II guidelines and to submit to the U. S. Office of Education changes whereby Title II money will be allotted to the individual school districts.

The resolution characterized the plan as "unrealistic, impractical and inconsistent with school library objectives."[1]

On November 1, 1966, Elizabeth Martin of the Department of Library Science at the State College of Iowa drafted a more detailed statement of the media specialists objections. Using this document, members of the two media organizations were able to secure a meeting with DPI personnel on December 7, 1966.

At the Wednesday meeting, Mrs. Jan Cureton and Mr. David Little represented the Audio-Visual Education Association of Iowa and Miss Elizabeth Martin and Mr. Robert Foley represented the Iowa Association of School Librarians. The Department of Public Instruction was represented by Mr. Clifton Kessler, Miss Nancy Jewell, Mr. Wayland Osborn, Mr. L. N. Jensen, Mr. William M. Baley and Mr. William J. Edgar.

The meeting, as held, was described to this writer by Mr. Osborn as a "star chamber session." The summary of the meeting prepared by the committee representing the media groups would tend to bear him out.[2]

The two documents described are valuable evidence of the state of emotions at the time. They are reproduced as Appendices XXIII and XXIV.

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[1] Iowa Association of School Librarians. "Resolution." Des Moines, Iowa. October 21, 1966.

[2] Wayland W. Osborn, telephone interview held during April, 1969.

Copies were sent by Miss Martin to all sub-agency chairmen.

On December 22, 1966, Mr. Kessler sent a memo to his superiors regarding a series of meetings to be held with the sixteen area superintendent's groups. One meeting had already been held in December, nine were scheduled for January and six were to be in February.

The controversy concerning the centers was not ended, but the opposition to the plan from this time on would be on an individual basis.

Iowa's Official Evaluation
of the State Plan - 1969

In April of 1969, questionnaires were sent from DPI to 219 school administrators and 1,496 teachers asking questions designed to evaluate the success of Iowa's Title II centers.

> Meeting federal guidelines, determining the effectiveness of the program to provide further justification for its continuance in view of the drastic reduction in federal funding, and obtaining information which would be helpful in making decisions regarding the future of the program were stated as reasons for conducting the evaluation.[1]

It was originally planned to gather data from all sixteen areas, but a lack of funds limited the sampling to four areas. The centers were ranked by student size. One center was randomly chosen from each group of four. Those chosen were Area II - Mason City, Area III - Emmetsburg, Area IX - Davenport and Area XIII - Council Bluffs.

Within each area the sampling included all county superintendents, all school district superintendents, 15% of the elementary (K-6) public and non-public school teachers and principals and 15% of the secondary (7-12) public and non-public school teachers and principals. The choice of teachers was completely random. Eighty percent of the administrators returned their questionnaires. Seventy-four percent of the teachers returned theirs.

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[1] Arthur Anderson, "Minutes of the Meeting of the Advisory Council and the Coordinating Committee for the Improvement of Education in Iowa" (October 15, 1969), p. 3.

The questionnaire sent to the administrators differed from the teachers'. The teachers' questionnaire was divided into two parts. They were to fill out Part A if they had used materials from the centers and Part B if they had not.

The results of the survey were published by DPI as a booklet in September 1969. It was entitled ESEA Title II in Iowa -- A Pilot Evaluation. Copies were distributed to all county and local superintendents and media centers. The ERIC document number assigned to it is ED037074.

The most interesting result was that 69% of the responding teachers had used materials from the centers.[1] Another item is also of interest. Question 8 on the administrators questionnaire was "Have you encouraged the teachers in your school to utilize the materials available from the Regional Educational Media Center in your area?" Ninety-six percent of the administrators replied - yes.[2] Question 9a in the "B" section on the teachers' forms which was to be filled out by teachers who had not used materials from the center reads "Have you been encouraged by your local administrators to utilize the materials available in the Regional Educational Media Center located in your area?" Only 62% replied - yes.[3]

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[1] Iowa, Department of Public Instruction, ESEA Title II in Iowa -- A Pilot Evaluation (Des Moines: Department of Public Instruction, 1969), p. 38.

[2] Ibid., p. 31.

[3] Ibid., p. 60.

Several of the centers have conducted their own limited evaluations of their services since 1969, but there has not been another official state evaluation.

A Subjective Evaluation of the ESEA Title II Plan in Iowa

Several predictable advantages can be anticipated from the establishment of a state system of regional educational media centers. A list would include the following:

A breakdown of provincialism in the local schools

The equalization of access to materials between public and private, rural and urban, rich and poor, large and small schools

Access to expensive production and inservice facilities

Access to expensive and specialized learning materials

These advantages have led to the establishment of regional educational media centers in many states but the Iowa centers have been the product of a state environment that had many unique aspects.

The State Department of Public Instruction was under the leadership of a group dedicated to the reorganization of the school government at the time the plan was produced, and the school leadership was still caught up in the psychology of a growing student population even though statistics show that student population was falling by 1965. The future was thought of in terms of expanding school needs.

Iowa's population is composed of rural and urban factions with neither one dominant. While the wealth is not evenly distributed in the state, not all rural areas are rich and not all urban areas are poor.

By dividing the state into regions to provide "special services" the whim of property tax support for education is lessened. This factor had considerable weight in the thinking of state school officials before the time-honored means of financing education was successfully attacked in the courts in 1971.

Throughout the 1960's, educators showed great interest in the use of 16mm films. Film is a specialized and high maintenance material. A medium that might rival it in attraction and impact is instructional television. However, as late as 1972 ETV as provided by the Iowa Educational Broadcasting Network reached only 65% of the people in Iowa. The network itself was less than ten years old and very few schools were equipped to fully utilize the service. Film in 16mm format was the most glamorous medium available in the average classroom. During an era of increasingly tight budgets, a means of providing free or low-cost film service to the schools was very welcome.

It is difficult to assess the influence of one man on an institution. Paul F. Johnston as State Superintendent of Public Instruction steadfastly supported the basic principles upon which the media centers had been founded. Had the change in leadership occurred before 1972, it is possible the program would have developed differently.

The unique aspects of the Iowa REMC program would include several factors.

1. All ESEA Title II monies received by Iowa, with the exception of a small percentage used for state administration, was turned over to the state established network of REMCs. No other state used such a plan.
2. From its inception, the network has served the entire state.

3. Since the monies came from the ESEA Act, all non-public schools were entitled to service.

4. Since the state provided no administrative funds for the centers, each remained autonomous.

5. Each center was tied to an existing county school system. In Iowa, county schools provide most of the special education services. This tied the centers closely to this specialized area of education.

6. The administrators of the program at the state level have sponsored a series of state-wide meetings. While each center has developed its own program, it has not had to do so in ignorance of other possiblities.

7. Since 1965 members of the legislature have threatened to change the basic structure of the intermediate unit in Iowa. Since the centers are supported at this level of government, center personnel have been constantly concerned with this very basic problem.

Has the Iowa plan been a success? Yes. It has given the teachers of Iowa access to large collections of instructional materials, including expensive 16mm film. It has helped make the word "Area" more accepted by local school people. It has provided a vehicle for carrying many other projects. The influence of the center personnel has gained added status for media services at the local level.

Has the Iowa plan failed to accomplish some of the objectives of ESEA Title II that have been realized in other states? Yes. It is quite possible that Iowa has fewer good building-level collections today than would have resulted from a plan that gave the funds to the local districts. This would be difficult to prove, however, since all the areas can point to newly organized building collections. It is a question of how many, and how much, would have occurred under an alternate plan. This is impossible to measure.

It is also possible that an alternate plan would have had greater impact on the few really urban school districts in the state. This was one objective of the ESEA bill; however, in most cases the lack of impact has been due to the attitudes of local district leaders. Many of them have chosen to take the provincial attitude of ignoring or downgrading the availability of media services from the area. As time passes, this problem should lessen.

Summary

The writing of the Iowa plan for ESEA Title II was primarily motivated by political considerations. It established a network of Regional Educational Media Centers designed to make highly visible a new regional approach to the intermediate level of school government. Other federal programs in Iowa were designed on this premise also; however, the ESEA Title II program had the greatest impact since it established on-going service institutions.

The plan, as a document, shows several discrepancies between what was anticipated and what came to be. This is particularly true in two areas: the role of the State Advisory Committee and the eventual dominance of 16mm film as a regional material.

From the writing of the plan in 1965, it has enjoyed strong and consistent support from the State Superintendent, Paul F. Johnston, and from the State Board of Public Instruction. Federal officials resisted approving Iowa's unique plan, but could find no legal grounds to do so. They have come to accept it for its own merits. Speculation as to the growth of building collections, had the monies been given to local districts, is recognized as unmeasurable.

While the plan leaves the centers quite autonomous, the administration of the plan by the State Department of Public Instruction has been of significance. The initiation of a series of meetings for center personnel has given unity and direction to the program. All state-wide publicity for the program has been generated by the DPI officials. They have also actively sought additional federal and state monies to support the centers with increased materials and services.

The role of the State Advisory Committee must be considered negligible as written in the state plan. As time passed, the personality of the Committee developed. It assumed a much stronger role and provided needed leadership for the center personnel and DPI officials.

The Iowa Plan for ESEA Title II has been surrounded by controversy since its inception. As the centers developed the nature of the controversy has changed but has always remained present. Currently, the problem revolves around drawing the boundaries between those materials and services provided by the regional centers and those provided by the local districts.

An official evaluation of the program was conducted by DPI in 1969. It indicated that most educators in the state had heard of the centers, that the vast majority of local school administrators supported the program, and that 69% of the teachers responding to the questionnaire had borrowed materials from the centers.

Due to a specific set of favorable circumstances, the Iowa ESEA Title II plan has gained strong support from the educators of Iowa. The materials and services provided under the program have had significant influence on the education of Iowa's students.

PART III

THE ACTIVITIES OF THE SIXTEEN CENTERS AS REFLECTED BY THE MINUTES OF THE STATEWIDE MEETINGS AND RELATED DATA

While the Iowa Plan for ESEA Title II was written and administered at the state level, the importance of the individual centers and their development cannot be overlooked. The plan left the centers separate and unequal.

Since the funds to operate the centers had to be secured at the local level, the student population being served is very important. Most centers compute their costs on a per-pupil basis and the large centers had a distinct advantage.

The type of area served also was important. Rural areas that could not afford large staffs or expensive equipment adopted a different service approach from those in centers dominated by one large city. Being in an urban area, however, did not guarantee success. Often the local urban district felt it could supply its own services best.

The most significant factor, by far, in determining the growth and extent of a center program was related to the personalities and philosophies of the center personnel including the sub-agency chairman. The strong leadership of the sub-agency chairman, more than any other person, could persuade the superintendents of the local districts in his area that his approach to service from the center was the correct one for the area. This was true of both progressive and conservative sub-agents. In all areas the influence of the local district superintendents has been extensive.

Center personnel have met over the years in a series of meetings which have been of importance for several reasons. The personnel actually running the centers, without exception, had no previous experience with the regional concept of media services. Any attempt at gaining formal knowledge had to be on an inservice basis. The meetings used a seminar approach to mutual problem-solving and served also the important function of revitalizing the interests of the personnel in the success of the entire state program. They also led to a cooperative approach to new projects.

As the centers grew in strength and service, DPI personnel searched for new areas of program development. Several other state and federal projects were attached to the centers. Many provided new materials and a few provided new services to be offered by the centers.

The Activities of the Sixteen Centers as Reflected by the Minutes of the Statewide Meetings

The series of meetings held for the center personnel by DPI have produced detailed minutes of the activities presented. They are of interest since they show the changing philosophies of the personnel. They also effectively trace the history of the individual centers and show the intricate interlocking of other projects into the ESEA Title II program.

The first joint meeting of the sub-agency chairmen and the Advisory Committee was held in Des Moines on February 22, 1967 and is reported in Part II. They met again on April 27, 1967. This was the last such meeting held under the leadership of Clifton Kessler.

The first meeting under the direction of Paul Spurlock took place on October 31, 1967 in Cedar Rapids. At this time, Shirley Watkins joined the staff and the format of the minutes was changed permitting a more accurate historical record.

October 31, 1967 - Cedar Rapids

Mr. Spurlock announced his theme for the year - "Communications--A Two-Way Street." The meeting was devoted to presentations by media specialists, Betty Jo Buckingham, Virgil Kellogg and Lee Cochran, on the systems and procedures necessary to run a center.

Personnel from the Cedar Rapids, Des Moines and Davenport centers outlined their current programs. Area IX, Davenport, announced it would be interested in participating with their computer in a catalog production project for the entire state. A showing of hands later in the meeting showed that only four areas were interested in a state produced catalog. This indicates that many areas had made a heavy commitment to their own cataloging procedure.

Mr. Spurlock announced that the proposed allocation formula for fiscal 1968 had been turned down by the federal office since it did not contain a relative need factor. The new proposed formula would be 40% on a per-enrolled-child basis, 30% on a wealth-per-enrolled-child inversed and 30% on a relative need factor inversed. It was suggested that the information for the last factor be taken from the 1965-66 library report on the number of library books owned in an area.[1]

December 14, 1967 - Ottumwa

The agenda for this meeting was extremely full. Ottumwa, Marshalltown and Fort Dodge presented their current programs. Again, Miss Buckingham and Mr. Kellogg presented materials on cataloging audio-visual materials and conducting in-service sessions for teachers.

It was announced that

> Mr. Paul Johnston . . . has requested an estimated amount to be included in the Department's budget to be sent to the next State Legislature to assist in the operation of the ESEA Title II Centers. Mr. Spurlock asked that each Sub-Agency Chairman send estimated cost factors and related information to him . . .[2]

Mr. Don Pickering, Consultant, Visually and Physically Handicapped, DPI, discussed the special education materials that were to be placed in the media centers for loan to public schools only. Although no mention was made of it, each center was to receive an allotment from the DPI Special Education Division to cover the cost of handling the materials. Most of the money would be spent on capital outlay or salaries for center personnel.

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[1] Educational Media Section, Minutes of the ESEA Title II Sub-Agency Chairmen's Meeting, of October 31, 1967, pp. 1-5.

[2] Educational Media Section, Minutes of the ESEA Title II Sub-Agency Chairmen's Meeting, of December 14, 1967, p. 3.

Mr. Pickering asked the centers to accept the following responsibilities:

> 1. The librarian should maintain complete record of the materials.
> 2. Personnel in the centers should familiarize themselves with the packets of catalogs which have been distributed to assist those looking for specialized materials.
> 3. The standardized request form provided by the Department of Public Instruction should be used.
> 4. The centers should let the people within the areas know of the services available through their newsletter and other communications.
> 5. The Sub-Agency Chairmen should provide summaries of proposed expenditures in handling the materials.[1]

Dr. Munro Shintani, Consultant-Coordinator of the Special Education Curriculum Development Center, DPI, spoke to the group about the Special Education Title III project called SECDC. SECDC would continue to be of significance to the centers for many years to come. The project produced curriculum booklets that were presented to special education teachers at in-service training sessions often held at the centers.

This state meeting was attended by Mr. William J. Hoffman, Title II ESEA Program Officer, OE, Region VI, Kansas City, Missouri. He discussed two trends in federal programming.

> . . . The first trend is toward the consolidation and coordination of federal programs. It is feasible that within the next few years there may be one State plan for all federal programs. Secondly, there seems to be a trend away from categorical aid. This may have significance in that educational leaders will have to be convinced that media deserves its share of federal funds.[2]

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[1] _Ibid._, p. 4. [2] _Ibid._, p. 3.

> Mr. Hoffman had some suggestions on cooperation:
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> (1) A committee might be set up to study the possibility of doing some uniform cataloging of instructional materials.
> (2) Certain types of materials might be purchased cooperatively which could be shared by the Centers.
> (3) Each area might be responsible for purchasing all good materials in a specialized field, these materials to be available on an inter-area loan basis.
> (4) Units or courses of study for which commercial products of high quality are not available might be produced and shared among the areas.
>
> . . . .
>
> Mr. Hoffman stated that he does not feel that Title II in Iowa is doing all it should be doing. The ESEA Title II program should be encouraging local contribution as Title II funds are intended to supplement the local program. 'Supplementary' in Title II refers to budget, not materials, and the federal funds should be used to supplement the local funds, not supplant them. Secondly, Iowa may not be fully meeting the intention of the federal plan in the distribution of funds. The law specifically prohibits distributing the funds on a per-capita basis and, even though we are not doing so on a statewide basis, we are continuing to distribute the materials on a per-capita basis within each area . . .[1]

February 13, 1968 - Council Bluffs

Presentations on current services were made by Council Bluffs, Red Oak and Waterloo. The group toured the facilities of both Council Bluffs and Red Oak. At that time, Red Oak was administratively the most advanced center. This was due primarily to their origination as a Title III project.

The pamphlet "Questions and Answers Concerning Title II of the Elementary and Secondary Education Act" was distributed. This is a basic document in understanding the program.

Dr. Ralph Van Dusseldorf, Assistant Superintendent, DPI, discussed the possibility of cooperation between the Iowa Educational Information Center in Iowa City and the Area IX Center in Davenport in building a data base for unified cataloging. Projected prices for various services were presented.

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[1] *Ibid.*, pp. 3-4.

Part of the session divided the group into four discussion groups.

Group A - Recommendations for Amendments to Iowa's State Plan for ESEA Title II

The group recommended that an area be allowed to expend up to 75% and not less than 25% of their allocation on either print or non-print materials. By a show of hands, the majority of the sixteen sub-agency chairmen agreed to this. The group also recommended allowing indefinite loan of materials, subject to the endorsement of the area advisory committee and final approval of DPI. Over half of the total group was not in favor of this.

Group B - Exploring the Possibilities for Cooperative Services Among the Sixteen Areas

The people attending this group were concerned with duplication and sharing. They felt all the centers should be connected by a WATS system. They also recommended:

> There should be a long-range plan to have workshop sessions on specific topics throughout the year for media center personnel. As a start on this, the group suggested that a workshop-type meeting on details of operation for media center personnel [be held] in conjunction with the April meeting in Sioux City.[1]

Group C - Recommendations for DPI Budget for Support of ESEA Title II Centers

The group recommended that a committee be established to work with DPI and the State Advisory Committee to establish a standard budget form so comparisons could be made and to set criteria for the distribution of funds.

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[1] Educational Media Section, Minutes of the ESEA Title II Sub-Agency Chairmen's Meeting, of February 13, 1968, p. 5.

Group D - Allocating Fiscal 1969 Funds

The group recommended that 15% of the state allocation be divided equally among the centers as a base. The remaining 85% would be divided by the current formula.

April 10, 1968 - Sioux City

Presentations of current programs were made by Decorah, Sheldon and Sioux City.

Mr. Spurlock announced that the Iowa schools participating in the federal evaluation of Title II had been selected. They were Des Moines Independent, West Des Moines, West Sioux at Hawarden, Villisca, Central Clinton at Dewitt, Ogden, New Monroe at Monroe and Guthrie Center.

Dr. E. Robert Stephens, Project Director of the Center for Research in School Administration at Iowa City, traced the history of legislation that had been important in the development of the area concept. This would eventually lead to the publication The Multi-County Regional Educational Service Agency in Iowa.

Dr. Stephens felt the areas must make the following commitments in order to successfully administer the area educational media center.

1. A philosophical commitment for excellence by everyone involved in the operation of the center.
2. A financial commitment.
3. A program commitment.
4. A staffing commitment.
5. A commitment to supply physical facilities and related facilities.[1]

Representatives from SECDC attended. They announced that twenty teachers in Iowa had been designated to aid other teachers in the use of the special education materials. Topics for the eight publications to be produced the first year were announced as: Sex Education--A Social Attitude Approach, The Newspaper, Homemaking, Life Experience--Starter Unit No. 1, Science, Law and Authority, Speech Improvement, and Improvement of Instruction for the Trainable.

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[1] Educational Media Section, Minutes of the ESEA Title II Sub-Agency Chairmen's Meeting, of April 10, 1968, pp. 5-7.

Mr. Tom Chastain and Mr. Keith Dollinger from the special education media center at Kansas University discussed their program.

June 18, 1968 - Mason City

Between the meeting at Sioux City and this one, Paul Spurlock was appointed acting head of the Media Section in DPI. He was unable to be present at this meeting since he was attending a Media Institute in Colorado.

The Department of Public Instruction also moved to the new Grimes State Office Building during May of 1968.

Mr. Hoffman was again present from the Regional Office, but limited his remarks to a possible cut in federal funds.

Emmetsburg, Dubuque, Mt. Pleasant and Mason City presented their current programs.

The rest of the meeting was devoted to a discussion of machine cataloging. Mr. Thomas Risner, Associate Director, and Leonard Lodico, Senior Programmer and Systems Analyst, described the services available from NICEM. (Dubuque and Waterloo would eventually produce film catalogs from NICEM.)

Miss Watkins brought the group up to date on the proposed cooperative cataloging project with Area IX, Davenport. A committee had met on June 12 to discuss it. Committee members were John Haack, Chairman, Dr. Ralph Van Dusseldorf, Perry Grier, Bill Burns, Betty Jo Buckingham and Paul Spurlock. Beverly Trost had attended for Perry Grier and

Clyde Greves from the Advisory Committee also attended. The Information Center at Iowa City would provide the keypunching at no cost to the areas and the Davenport program would be used for the format. It was hoped the centers could begin submitting their book titles after September 10, 1968.

October 2, 1968 - Decorah

During the week of August 19-23, 1968, Mr. William Hoffman toured fourteen of the sixteen centers. Mr. Spurlock sent a letter to all center personnel.

> As a result of this week long visit, we have pulled together the following thoughts which we feel merit the time that you will note has been allowed during our first meeting to get your reactions. We hope each group will discuss fully the questions listed below and come forth with some specific recommendations.[1]

The points made in this letter relate well to the controversy over Title II, and the persons attending the meeting spent two hours discussing them. (See Appendix XXV.) Also, a recently published basic document pertaining to the centers and entitled "Iowa's Regional Educational Media Centers--Guidelines" was distributed.

Miss Lois Harker, Librarian, Area IX Instructional Materials Center, Davenport, reported on the work done on the centralized cataloging project on September 10. Areas IV and VI had taken their book title information to Davenport, but many problems appeared that had to be worked out before other centers would be called in.

Sub-committees of three members of the State Advisory Committee had developed job descriptions for three positions - Director, Library

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[1] Educational Media Section, Mailing to all Regional Centers, September 24, 1968.

Consultant and Audiovisual Specialist.

> It was emphasized that the development of these job descriptions was not to indicate that every area needs all three of these individuals or that a center would not need more than these three people on its professional staff . . . Mr. Spurlock asked the group to consider the following: if it is felt that an area is too small to hire professional personnel, then is there really a need for a center in that area?[1]

Dr. Munro Shintani from SECDC spoke of the possibility of starting satellite centers in the state for instructional materials for special education.

The discussion groups met and their comments and observations fill five pages of the minutes. One group expressed the opinion that the discussion questions had been designed to force the center personnel to take a good hard look at the entire program.

Four group discussions were also held on mutual problems. The groups were composed of Sub-Agency Chairmen, Directors, Library Consultants and Audiovisual Specialists.

January 22, 1969 - Marshalltown

Mrs. Judy Wilson, Methods and Materials Specialist from the Special Education Instructional Materials Center at the University of Kansas, explained that the KU-SEIMC is one of a network of fourteen serving the fifty states. The purpose of the center is to bring together special education materials, make them available for ten-day loan and to keep special educators aware of what is newly available.

Mr. Spurlock presented the recommendations of a special committee that had visited KU. Members of the committee were Dr. Richard Ploeger,

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[1] Educational Media Section, Minutes of the ESEA Title II Sub-Agency Chairmen's Meeting, of October 3, 1968, p. 3.

Ira Larson, Eileen Devine, Bill Burns, John Haack, Warren Haffner and Paul Spurlock. The committee felt that all sixteen centers should become associate centers and that a uniform order blank should be adopted. In the future, members of the KU-SEIMC in Iowa were to order their materials through the centers.

Dr. Munro Shintani of SECDC presented six other recommendations from the committee. Two are of importance. Sixty percent of the funds now given to the centers to support the large-print media program should be expended on special education instructional materials beginning with the 1969-70 school year. Title VI funds should be used to hire a state special education media consultant. (The first consultant later hired under this program was Mr. Jeff Grimes.)

> It was moved by Perry Grier that we accept the recommendation made to take sixty percent of the funds being received to be allocated for the purpose of instructional materials and equipment for the area of special education effective fiscal year 1970. The motion was seconded by Eileen Devine and, after discussion, was passed by the group.[1]

This percentage would later increase to ninety.

Mrs. Norma Van Zee, Consultant for the Hawk's Music Kit Project, reported to the group the progress on the development of the second grade materials. Centers were asked to order additional kindergarten and first grade sets.

It was announced that the questionnaires to be used in the federal evaluation of Title II had been received at DPI on December 11, 1968. The sub-agency chairmen who had schools involved had attended a special meeting.

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[1] Educational Media Section, Minutes of the ESEA Title II Sub-Agency Chairmen's Meeting, of January 23, 1969, p. 4.

At the end of the meeting, the personnel divided into two groups to discuss "Cooperative Services--What, How and When." Summaries of the discussions fill three pages of minutes.

March 26, 1969 - Davenport

Mr. Earl Johnson, acting for the State Advisory Committee, conducted an informal question and answer period. Lee Cochran's resignation from the State Advisory Committee was announced.

A committee composed of Ira Larson, Mary Travillian, Geraldine French and William Burns had been appointed to study the feasibility of cooperative services. They felt the first step was to obtain information from all the areas regarding the materials and services presently available and the materials and services which might be shared. They distributed a check list and asked that it be returned to Miss Watkins by April 4, 1969. A summary would be presented at the May meeting.

Plans were being made for the State ESEA Title II Evaluation. Personnel were divided into four groups to examine and criticize the proposed questionnaires which were to be sent out by May 12, 1969.

The banquet speaker was Dr. Robert Isenberg, Associate Secretary, AASA, from Washington. His topic was, "The Role of the Intermediate Unit in Today's Education." One of the advantages of maintaining the intermediate unit he mentioned which was rather unusual - experimentation with pilot programs can be provided without total commitment.

It was announced that the state did not have the funds to pay the expenses for the May meeting at Dubuque. A vote was taken on the willingness of the centers to pay their own expenses - two voted no, two abstained and twelve voted yes.

It was announced that the Governor had not accepted the line items that would have provided limited funds for operation. In light of this, the Special Education Division announced they would not require the areas to spend 60% of their alloted funds as they had voted in Marshalltown.

May 21, 1969 - Dubuque

It was announced that Jeff Grimes was to begin on June 19 at DPI as a Consultant on Special Education Media Services.

Mr. LeRoy Simonson, serving as the spokesman for the Advisory Committee, discussed the role and major concerns of the Committee. He felt that differences in the sixteen areas made recommendations extremely difficult.

Miss Shirley Watkins reported on the progress of the state evaluation. It was announced that Areas II, III, IX and XIII had been chosen at random.

The committee on possible cooperative services distributed a compilation of the returned check lists. A second questionnaire was distributed. The completed report was announced for distribution in the fall.

A panel presentation on the future of ESEA Title II featured Dr. Calvin Bones, Robert Wright and Warren Haffner. A summary was printed in the minutes.

It was announced that all materials for the visually handicapped were to be removed from the sixteen centers and would, in the future, be available from the Commission for the Blind. (The original purpose for the granting of special education funds was ended.)

Mr. Virgil Kellogg announced that contacts were being made with Minnesota regarding the concept of Regional Media Service. A planning meeting was called for June 7 for preliminary exchange of information. Fourteen centers reported they were interested in sending representatives.

June 6, 1969 - Rochester, Minnesota

This meeting was an attempt to gain knowledge of what other states were doing. Persons attending the meeting from outside Iowa were:

Noel C. Hoffman, Coordinator C. J. Arnold, A-V Director	Mankato State College
Ted Giemke, A-V Director	Central Minnesota ERDC at St. Cloud
Russ Jauss, Director John Lindner, Asst. Director Harlan Jensen, Media Specialist	EMC Montevideo
Mill Seaman, Title II Coordinator	Miller, South Dakota[1]

Very shortly after this meeting, Mr. Warren Haffner suffered a fatal heart attack. As a past-president of the state audio-visual organization, media consultant for the Sioux City center and a fine person, he was greatly missed.

October 1, 1969 - Fort Dodge

The theme for 1969-70 was announced as "Fiscal Year 1970 - A Time For Action."

Ira Larson, chairman of the Cooperative Services Committee, presented the Report of a Study of the Operations and Costs of the Instructional Materials Centers in Iowa, July 1, 1968 - June 30, 1969. This document could serve as base-line data for further research. The need for showing items of particular significance to the County Boards of Education was stressed. The Committee were commended for the considerable amount of work they had done.

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[1] Virgil Kellogg, Minutes of the Rochester, Minnesota Meeting, June 6, 1969, pp. 4-5.

Mr. Kellogg discussed the June meeting at Rochester. Two out-of-state visitors were introduced. Russ Jauss, Director of the Educational Media Center, Montevideo, Minnesota, described his media operation. He also explained Minnesota's proposed eleven regions. Mr. Richard McGee, Director of the PERC Center at Chadron State College in Nebraska, also described his center's services. He told how the 1965 Nebraska legislature had authorized nineteen service units--later reduced to seventeen.

Miss Watkins presented the published version of the Iowa ESEA Title II Pilot Evaluation. DPI personnel offered to appear at area superintendent's meetings to explain the findings.

"The Future of Iowa's Regional Educational Media Centers" was discussed by Mr. Paul F. Johnston, State Superintendent of Public Instruction. This speech was presented extensively in the section entitled "Support of the Plan by the State Superintendent" and will not be commented on here.

Jeff Grimes, Consultant for Special Education Media Services, reported that DPI was purchasing a materials retrieval system for each center. An in-service meeting on the system was planned for November. The title of the system was Prescriptive Materials Retrieval System produced at Olatha, Kansas.

It was announced that Title V monies would be available again to be used for the improvement of instruction. Projects were to be submitted to DPI before the funds could be received.

February 27, 1970 - Cedar Rapids

This was the meeting held to familiarize county school board members with the potential of the media center programs. It is fully reported in the section entitled "Publicity Gained for the Program" in Part II.

April 16, 1970 - Waterloo

Jerry Caster and Jeff Grimes from DPI, Special Education Division, presented the topic, "Implications of Explorations in Special Education." The study showed a connection between SECDC training and use of the media centers. They also discussed four methods of evaluating in-service education: (1) behavioral objectives, (2) post-meeting objectives, (3) behavioral contracts, and (4) pre and post-tests.

> Mr. Ira Larson, Assistant Superintendent of the Joint County School System of Cedar, Johnson, Linn, and Washington Counties, was recognized for his outstanding service to the RESA concept as well as to the regional educational media centers. Mr. Larson will assume a new position with Kirkwood College in Cedar Rapids during the summer months.[1]

A good part of this meeting was devoted to the work of the following five study committees.

ERIC Committee, V. I. Arney, Chairman

> It was the general feeling of the committee that the four state universities should be contacted to see if it were possible to obtain the ERIC materials through them. It was recommended that the centers should act as a "selling agency" to encourage teachers, administrators, and other educators throughout the state to utilize the ERIC resources.[2]

Mr. Spurlock then asked the following committee to report to him by July 15, 1970 on their contacts: Clyde Greve, University of Northern Iowa; Joyce Ring, Drake University; V. I. Arney, University of Iowa; and LeRoy Simonson, Iowa State University.

Cooperative Services Committee, Mary Travillian, Chairman

> The committee made the following general recommendations to the group: (1) that the list (distributed at the Dubuque meeting on May 21, 1969) which was compiled to indicate what services and materials each center would be willing to share

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[1] Educational Media Section, Minutes of the ESEA Title II Sub-Agency Chairmen's Meeting, of April 16, 1970, p. 2.

[2] Ibid.

> be reexamined by each area to see if there are those services and materials which might be shared at the present time; (2) that a vote of thanks be extended to the Department of Public Instruction and Area IX for the initiation of cooperative services now in existence; (3) that a committee be appointed by Paul Spurlock to assist in the development of a centralized catalog of audio-visual professional materials . . . and (4) that in the future, some thought be given to each area specializing in the various types of materials; i.e., PREP materials, ERIC materials.[1]

Several people at the meeting misunderstood Item #3 to mean that all professional audiovisual materials would be centrally housed. After this was explained the report was accepted 13-0.

Committee for Revision of Guidelines, Eileen Devine, Chairman

The guidelines here referred to are those in Iowa's Regional Educational Media Centers published by DPI. It was the opinion of the committee that publication should continue with periodic revisions. The report was accepted by a 13-0 vote.

Committee to Discuss Joint County Agreements and Budget for the Regional Educational Media Centers, Irving Hickman and R. O. Wright, Co-Chairmen

> The morning session was devoted to the committee members reporting on the format of their advisory and administrative construction. Only two areas present, Area XIII and Area XV, reported the existence of a written legal cooperative agreement supporting their centers. The agreements were written under Section 28E. Copies of the agreements were distributed to those present.
>
> The afternoon session was devoted to reporting on budget procedures including per pupil rates of support. Sources of support at various governmental levels and overall budgets were also covered.[2]

A list of data relating to these concerns for each center was attached to the report in the written minutes.

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[1] Ibid., p. 3.

[2] Ibid., attached committee report.

Committee to Recommend Plans for Fiscal Year 1971 Meetings, J. C. Harris, Chairman

The original report of the committee recommended that a fall meeting be held in conjunction with a proposed special education institute. At that time the possibility of a spring meeting would be discussed. They also recommended a central location with the meeting starting at noon one day and ending at noon the next. Considerable discussion followed. A few sub-agency chairmen felt that the meetings had been very valuable in the beginning, but now were of less importance. A few sub-agency chairmen and most center personnel disagreed. By a vote of 9-3 the sub-agency chairmen agreed to hold three meetings during fiscal 1971 excluding the special education institute.

Harold Granner reported on State Advisory Committee Activities. He expressed his concern in clarifying the role of the Committee in order that it might work more effectively and efficiently.

> Following the report, the motion was made by John Mecklenburg and seconded by John Haack that more responsibility be delegated to the State Advisory Committee in matters relating to the ESEA Title II program. The motion carried.[1]

Mr. Spurlock made several announcements. The remaining State administrative funds from fiscal year 1969 had been committed to the centralized catalog of print material project at Davenport.

> It was announced that there is a possibility that between $100,000 - $200,000 may be available for the regional educational media centers from the Special Needs Section of the Career Education Branch of the Department of Public Instruction. These funds would not necessarily have to all be expended for software; perhaps some could be expended for in-service training sessions.
>
> A motion was made by J. C. Harris and seconded by Richard Speas that the group go on record as being in favor of accepting funds if procedures for obtaining and expending funds can be worked out. The motion carried.[2]

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[1] *Ibid.*, p. 5. [2] *Ibid.*, p. 6.

Regional Meetings, June 1-4, 1970

June 1, 1970 - Areas XI, XIII, XIV
June 2, 1970 - Areas III, IV, V, XII
June 3, 1970 - Areas I, II, VI, VII, VIII
June 4, 1970 - Areas IX, X, XV, XVI

On May 20, 1970, Paul Spurlock sent the following in a letter to the centers:

> On Monday and Tuesday, May 11-12, 1970, I attended a meeting of State ESEA Title II coordinators in Kansas City. Because of a number of new developments discussed at this meeting which we would like to bring to your attention, we are arranging four regional meetings to be held during the first week of June.[1]

The agenda dealt with administrative detail. The most important announcement was the securing of $150,000 for the centers from the Special Needs Section of the Vocational Education Amendment of 1968.

Mr. Spurlock announced his appointment of a committee to implement the development of a cooperative catalog of non-print professional materials. They are: Mary Travillian, Chairman, Geraldine French, Maxine Wegner, and Virgil Kellogg. Forms were distributed to be filled out and returned to Mr. Spurlock by June 19, 1970, listing all professional materials the centers were willing to share.

November 5, 1970 - Des Moines

Shirley Watkin's position had been filled by Russell L. Blumeyer. Forrest Brouhard, County Superintendent of Schools, Cass County, had been newly appointed to the State Advisory Committee. Both men were introduced. Father James Holden's resignation from the State Advisory Committee was announced. A replacement had not yet been appointed.

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[1] Paul L. Spurlock, Mailing to all Regional Centers, May 20, 1970.

Mr. Spurlock announced that DPI had been officially notified that ESEA Title II had been fully funded for fiscal 1971.

During a stormy session, Dan Kroloff, Chief, Special Needs Section, DPI, made an effort to clarify the use of Special Needs funds. He announced that $150,000 would again be available to the centers in fiscal 1971, but he strongly urged the use of advisory committees in designing projects that were innovative and designed to serve the student population intended.

Dwight R. Carlson, Consultant, Driver and Safety Education, DPI, was introduced.

> According to Dwight, funds seemingly will be available and his department wishes to proceed with a program for the purchase of materials (books, films, and other print and non-print materials). He suggested a committee be formed to determine what materials are presently available in the sixteen centers, what requests you receive for driver and safety education materials, and then prepare a list of recommended materials for purchase. He pointed out that his department would prepare and submit one project application for all of the sixteen centers. If the project application is approved, the materials would be placed in each of the sixteen regional media centers. Mr. Spurlock asked the group whether or not they wanted to pursue this program. The group went on record as supporting this proposal for funds and materials as presented by Mr. Carlson. Funds totaling approximately $40,000 may be available through this act.[1]

Mrs. Jan Cureton, Manager, SUI Film Library, had extended an invitation to host the group meeting in February at Iowa City. The invitation was not accepted as the result of a 5-7 vote.

> Following some discussion, the group asked that representatives from all the Iowa State Institutions of Higher Learning with film libraries be invited to attend the next meeting in February.[2]

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[1] Educational Media Section, Minutes of the ESEA Title II Sub-Agency Chairmen's Meeting, of November 5, 1970, p. 2.

[2] Ibid.

Several presentations of an informational nature were made. Jacqueline Hand, Director of the Area VIII Center in Dubuque spoke on film festivals. Ron Curtis, Media Consultant, Southwest Iowa Learning Resources Center, Red Oak, presented a tape and slide set entitled "Film Study - A Regional Approach." Jim Craig and Polly McMasters from the Iowa Educational Broadcasting Network talked on ITV in Iowa. Michael Robbins, Director, Regional Educational Resource Center, Coralville told of their project in the development of an educational strategist model.

> Mr. Clyde Greve, Head, Department Library Science, University of Northern Iowa, Cedar Falls, Iowa, summarized the meeting of the Advisory Committee held Thursday morning, November 5. Mr. Greve presented a brief explanation of each of the five major concerns of ESEA Title II discussed in their meeting. These were (1) the need for a revision of the method of allocating ESEA Title II funds for the fiscal years 1972 and 1973. (2) the need for guidelines if, and when, the committee is confronted with a request to change the present geographic boundaries of one, or more, of the sixteen regions. (3) the possibility of using ESEA Title II funds to purchase existing county and, or, cooperative film libraries. (4) the consideration and necessary action concerning the recommendation of the cooperative services committee to place all of the 16mm professional films in one central library and location, and (5) the problem of determining the real role of the ESEA Title II Advisory Committee. He reported that the committee had voted in favor of expanding the functions and responsibilities to include more than just ESEA Title II matters.[1]

The committee working on the professional film catalog recommended that the films be centrally housed.

> Each regional media center was asked to indicate its attitude regarding the recommendation and then a vote was taken. The results of the voting showed five regional centers in favor of centralizing these films as recommended, seven indicated that they not be centralized in one library and location at this time and that the program continue following the present plan of inter-loan.[2]

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[1] Ibid., p. 4.

[2] Ibid., p. 5.

February 4, 1971 - Des Moines

This state meeting was attended by Yvonne Carter from USOE. Her presentation is described in detail under the section entitled "The Reaction of Federal Officials to the Iowa Plan" in Part II.

> A visual presentation with some explanation and remarks by Mrs. Jan Cureton, Manager, Media Library, University of Iowa and Mr. Bob Lindemeyer, Assistant Director, Media Resources Center, Iowa State University, entitled "Cooperation with Existing Film Libraries to Avoid Duplication of Services" followed. One purpose of their presentation was to explore and determine, if possible, those service areas in which cooperation could be developed between the sixteen regional educational media centers and the film libraries of the three state universities in Iowa. A brief history of the S.U.I. and I.S.U. film libraries was presented. Both of these libraries started in 1914 and were two of the first four in the United States. Today, S.U.I. has 5,100 titles, 12,000 prints, 75 percent of which are appropriate for levels K-12. I.S.U. has 4,300 titles, 6,000 prints, 60 percent of which are appropriate for levels K-12. The number of film bookings at each library increased until 1967. Since 1967, there has been a gradual, but steady, decrease in the number of film bookings. This trend is attributed to the establishment, development and operation of the sixteen regional educational media centers. The three state university film libraries have literally joined together and are cooperating in the following areas:
>
> 1. A Joint Computerized Library for film bookings and for catalog purposes.
> 2. A Cooperative Acquisition System.
> 3. A Film Classic Exchange
>
> The following suggestions of areas in which the three state university film libraries and the sixteen regional educational media centers might cooperate included:
>
> 1. Cooperating in in-service workshops - in production, and in utilization.
> 2. Dialogue on selection/acquisition of films-media.
> 3. Design and production of special films-media.
> 4. Joint catalog of materials.[1]

John Haack discussed his project to build an Iowa Computer Film Bank.

> At the present time, six of the major film libraries, EBE, Coronet, McGraw-Hill, Bailey and two to be selected or

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[1] Educational Media Section, Minutes of the ESEA Title II Sub-Agency Chairmen's Meeting, of February 4, 1971, p. 2.

> determined by the vote of the sixteen regional centers at the February meeting, will be involved in the project. A list of the 16mm films (4276 titles) already in the computer bank will be given to each of these six major film companies by March 1, 1971. Then each film company will prepare a list of their films which are either presently owned by one, or more of the centers plus any other titles which they feel should be in the computer bank. On April 1, 1971 the six lists completed by each of the film companies will be forwarded to the computer for processing. By May 15, 1971, Area IX should be ready to provide a print out for each of the sixteen regional centers showing all of the films in the computer bank. This print out will be a single line entry of all the films alphabetically by title. The interest in this project was evident from the enthusiastic question and answer period which followed. Mr. Haack will be available at the April meeting to give a progress or status report on this project. The project does not require any participation or activity on the part of any of the sixteen regional centers at this time. We would encourage, however, all of the centers to study the project choices and advantages of participation. Each regional center will make a decision later.[1]

Dwight Carlson, Consultant, Driver and Safety Education, DPI, reported on the Highway Safety project.

> Dwight reported that the project had been approved in Washington on January 15, 1971 in the amount of $220,000 for the purchase of driver education materials. These funds will be allocated to the sixteen regional centers. Dwight will advise each center as to:
>
> 1. The total amount of dollars the center will receive for the purchase of materials.
> 2. The list of basic items which the center must purchase.
> 3. The list of eligible materials from which the center can select the items or materials they wish to purchase with their funds.
>
> Dwight reminded the group that this is a one year program. He also told them that all of the ordering, bookkeeping, and accounting involved in the project will be done by the Driver and Safety Education Division of the DPI.[2]

Rex Ingram, a graduate student at Iowa State University was introduced. He explained a questionnaire on the services of the sixteen regional educational media centers which he had used while working on his Ph.D. degree thesis.

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[1] Ibid., p. 3. [2] Ibid., p. 4.

While working on the fiscal year 1972 allocation formula, the State Advisory Committee had sent a questionnaire to the centers. Steve Knudsen presented the Advisory Committee's report.

> He reported that the committee, after study and consideration of the questionnaire results, had eliminated from a formula for next year the rewarding of a center for a delivery system; for having a professional staff; and for any local effort (those who are spending local tax dollars for materials). In the discussion which followed, Mr. Spurlock told the group that after visiting the eight centers with Mrs. Carter and a discussion with her of the importance and value of having a professional staff in all of the centers, he was considering a proposal which would require each center to have one professional staff member (professional to be defined and determined later) in order to qualify for fiscal 1972 ESEA Title II funds. After more discussion, and although no official vote was taken, there seemed to be a general agreement of those attending the meeting that the Title II program had been in operation long enough and that it was time to move in this direction.[1]

The Advisory Committee reported they had not yet taken action on the boundary change that affects Areas I, VIII and IX.

The Committee had also decided not to recommend the centralization of professional films.

> A straw vote, with one vote for each area, on a proposal which would centralize the present number of 16mm professional films as opposed to the present decentralized plan resulted in five votes favoring centralization and eleven votes opposing the centralization. A show of hands on the proposal that the state universities develop and operate a 16mm professional film library received some support. More discussion followed but no official action was taken.[2]

In another stormy session, Dan Kroloff, Chief, Special Needs, DPI, discussed fiscal year 1971 funds and project applications.

On the evening of the 4th, the directors of Area I, VIII and VII hosted a cold duck and mini-film festival evening.

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[1] Ibid.

[2] Ibid., p. 5.

April 22, 1971 - Des Moines

Leon Maxson, the newly-appointed director for Area XV, was introduced. For several center personnel, this was their last meeting. Bob Williams, Area XIV; Joyce Ring, Area VI; John Muncy, Area III; Mrs. Gerry French, Area IX; Lois Schmidt, Area XII; Bob Wright, Area XV; Bonnadell Fredrickson, Area XIII and Ralph Jorgensen, Area XI all terminated their connections with the program at the end of the 1970-71 school year.

> Mr. Rex Ingram, Director of Media Services, Winona State College, Winona, Minnesota, was introduced. Mr. Ingram reported on the progress of his graduate study which is believed to be the first statewide study in Iowa of the sixteen regional educational media centers. His study is entitled "Perceptions of Elementary Classroom Teachers of Instructional Materials and Services Provided by the Regional Media Centers in Iowa." Copies of the questionnaire used in the study were distributed. A question and answer period followed. The results of this study probably will not be available until next fall. However, Mr. Ingram reported a summary of the study will be made available to ESEA Title II as soon as it is completed.[1]

John Haack, Director of the Area IX center, reported on the Unified 16mm Film Catalog Project. Seven major companies were included. They were: Encyclopaedia Britannica Films, Coronet, McGraw-Hill, Bailey-Film Associates, Learning Corp., Films, Inc., and Churchill. Six thousand nine hundred film titles will be in the bank when the project is finished. The first printout would be available around May 15, 1971. A copy would be sent to each center.

> Mr. Haack told the group because of the tax freeze the Area IX Data Processing Service may be discontinued. Several of the centers asked what they could do to help keep this service. Dr. Stout said they would welcome a letter, or letters, from anyone supporting the need for this service and asking that it be continued.[2]

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[1] Educational Media Section, Minutes of the ESEA Title II Sub-Agency Chairmen's Meeting, of April 22, 1971, p. 2.

[2] Ibid.

Thursday evening, Mary Travillian, Director, Area VI Resource Center, held an informal meeting to present her plan to write an ESEA Title III project designed to establish and develop a centralized 16mm professional film library. Representatives of five of the centers present expressed interest.

Virgil Kellogg, Audiovisual Consultant, DPI, presented information on the problem of consolidating county, local school and area center 16mm film collections. He explained a system of film evaluation that could be used. Little or no difficulty was foreseen in the procedure.

Dwight Carlson, Consultant, Driver and Safety Education, DPI, reported on the progress of the Highway Safety Act Project. "In closing, the group complimented Mr. Carlson for the efficient manner in which he administered the project."[1]

A special committee was assigned to develop a tape and slide presentation telling the story of the sixteen centers. Members appointed were V. I. Arney, Dave Little and Dr. Marvin Davis.

Mr. Buford Garner, Consultant, Administration, DPI, presented his view of the various bills affecting the present county school systems, the RESA unit and education in general pending in the legislature. Copies of five bills were distributed.

On February 15, 1971, DPI received a copy of a resolution passed in Area V by the local and county superintendents at their February 11, 1971, meeting. A copy of the document is presented in Appendix XX. Basically, the resolution asked DPI to change the guidelines thereby allowing the areas that wished to disperse the books to schools to do so.

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[1] Ibid.

Area I superintendents passed a similar resolution, but seemingly they supported the "optional" concept of the statement which would allow an area to make the decision.

The State Advisory Committee had been asked to consider the problem. Mrs. Doris Fistler made the report.

> 1. In reference to the resolution submitted to the State Superintendent of Public Instruction and others requesting a change, or changes in the present plan of the ESEA Title II program, the committee after considerable discussion did not take any action on either, or both of the resolutions. It was the feeling of the committee that they needed more time to study the issues involved and also had to determine whether or not the federal guidelines would permit the change, or changes being requested.
>
> 2. In reference to the request for a change in the boundaries between one, or more areas, and the problem of an equitable restitution of materials or money, the committee passed the following motion:
>
> Mr. Stead made the motion that after considering the statewide ESEA Title II program and the present request for boundary changes between areas and possible future requests, it is the recommendation of this committee when boundary changes are made between areas that no restitution of money or materials follow the seceding unit. Steve Knudsen seconded the motion.[1]

All center personnel who had received invitations to the Governor's Conference on Libraries to be held April 30-May 1 were urged to attend.

September 30, 1971 - Des Moines

The meeting began with an informal session between 4:30 and 6:00 p.m. on Thursday. Personnel from the Special Needs, Special Education, Information Network Project and Drug Abuse Education sections of DPI were available to visit with center personnel.

After a served dinner, the speaker was presented. He was W. Russell Hornbaker, Director, Instructional Media Center, Kent Intermediate School

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[1] *Ibid.*, p. 4.

District, Grand Rapids, Michigan. His topic was the Regionalization of Educational Media Centers in Michigan. This also included a detailed resume of the legislation enacted to establish the intermediate school districts in Michigan.

The meeting continued on Friday morning with Mr. Spurlock distributing the newly-rewritten State ESEA Title II Plan. The plan had been rewritten according to federal guidelines abbreviated to the words FAST and POP. Recommendations on the document were to be sent to Mr. Spurlock by February 1, 1972.

John Haack reported that the computer at Davenport now held data for 9,398 film titles.

Mary Travillian reported on the status of her proposed Title III project entitled A Cooperative Network of Inservice Resources. If approved by the ESEA Title III Advisory Committee, funding would begin January 1, 1972.

Larry Masat, Research Specialist, Special Education Instructional Materials Center, Kansas University, reported on the current program of the network system. He reported that they had attempted to draw some conclusions about the circulation patterns from the centers, but they had not been able to come to definite conclusions.

Henry Galbreth, Public Information Specialist, DPI, introduced a tape-slide presentation entitled "Education--The Key to Growth in Iowa." The set tells the story of the eleven imperative needs of education in Iowa during the years 1970-75.

Dr. Darrell Bentz, Reading Consultant, ESEA Title I, DPI, gave a brief summary of the Right to Read Program. He announced that Dr. Holloway, the new Commissioner of the Right to Read Program will be the keynote speaker at the International Reading Association Conference in Des Moines on April 7-8, 1972.

The group then divided into three discussion groups: print materials, non-print materials and legislative problems and concerns.

Mr. Spurlock closed the meeting with a series of announcements. He reported the Governor's Advisory Council on Libraries had been meeting regularly and were developing a five year library plan for the state. Mr. Spurlock represented the centers on the Council.

March 2, 1972 - Des Moines

Mr. Spurlock opened the meeting with introductions of new center personnel. They included Mrs. Norma Barnes, Librarian, Area XII; Miss Doris Snyers, Director, Area III; Miss Kathryn Kolasch, Librarian, Area VIII and Miss Christine Smith, Librarian, Tech High School in Des Moines and a newly-appointed member of the State Advisory Committee.

Mr. V. I. Arney had announced he would be leaving Area X on June 2, 1972. The entire group extended their best wishes.

The agenda was extensive. Several presentations were of an informational nature. Among them were:

Mr. Paul Miller, Coordinator, Educational Media Technology Program, Southwestern Community College, Creston, Iowa explained the college's two-year program designed to train media support personnel. He stressed the need for job placement for present students and the identification of potential students.

Dr. Donald V. Cox, Associate Superintendent, Instruction and Professional Education, DPI explained I.G.E./M.U.S.-E, Individually Guided Education/Multi Unit School-Elementary. The program is sponsored by the

Kettering Foundation and in Iowa is a joint venture between DPI and Iowa State University.

Dr. Richard N. Smith, Deputy Superintendent, DPI attempted to explain the Educational Renewal Center Concept. Although Congress had not passed any legislation or appropriated any money for the ERC program, DPI had submitted an application to the federal government for the six school districts in Iowa which appeared to be eligible.

Mr. R. E. Schallert, Chief, Information and Publications, DPI and Mr. Henry Galbreth, Public Information Specialist, DPI presented a preview copy of a film entitled "From Sun to Sun" depicting the duties of the Department of Public Instruction. Production crews from the Iowa Educational Broadcasting Network had assisted in the preparation of the film. The reaction to the film was mixed and many suggestions were made.

Mr. Maurice Travillian, Acting Director, Iowa State Traveling Library presented the federal plan the agency was preparing entitled "A Long Range Plan for the Development of Library Services for the Citizens of Iowa." The ISTL works primarily with small public library systems and regional cooperatives in an effort to provide library services for the entire state. He announced that regional hearings would be held in six locations. After that the final draft of the plan would be presented to the State Library Board and the federal government. The plan used a regional approach to services, but the boundaries did not correspond to the existing center boundaries.

Two guests from Nebraska attended the meeting. They were Mrs. A. Esther Bronson, Director, ESEA Title II and Mr. John Schere, Library Media Consultant. Their presentation included information on the Nebraska plan and their impressions of the Iowa program.

Mr. LeRoy Simonson gave the State Advisory Committee report. He announced that Mrs. Doris Fistler had been elected chairman of the Committee. He also:

> Advised the group of the formation of three sub-committees to study several specific Title II problems. The members of each committee will be appointed by Mrs. Fistler and Mr. Spurlock. More information on each committee and its assignment or charge is provided in the minutes of the State Advisory Committee meeting.[1]

Late in the afternoon on Thursday several members from the DPI staff were available to visit with center personnel on an informal basis. The programs represented included: Special Education, Information Network, Drug Abuse Education, Special Needs and Driver and Safety Education.

Mr. Royce King, Director, Program Development, Education Service Center, Region XIII in Austin, Texas was the principal guest speaker. He explained how the twenty Texas Regional Centers had developed, where they are now and where they hope to go with the regional concept. He felt the financial arrangements or measures for support were much simpler in the Texas program.

At 8:00 p.m. Thursday evening, the group gathered to hear a discussion of House File 291 which had passed the House in the State Legislature and was awaiting action in the Senate. The bill would have assigned the primary duties of the county school systems to the merged area boards that operated the community colleges and vocational technical schools. The guest speakers were introduced by Perry Grier. The Honorable Charles Grassley, State Representative and Chairman of the House Schools Committee explained why he felt passage of the bill would improve education in Iowa. The Honorable Charlene Conklin, State Senator and Chairman of the Senate Schools Committee stated she did not know what the Senate would do but she felt the bill would pass the Senate in some form other than that passed by the House. A long question and answer period followed.

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[1] Educational Media Section, Minutes of the ESEA Title II Sub-Agency Chairmen's Meeting, of March 2, 1972, p. 3.

The Friday morning session was opened with the presence of Mr. Paul F. Johnston, State Superintendent.

> Mr. Spurlock introduced Mr. Johnston and recognized him as the founder of the present Iowa ESEA Title II Plan. This program is often referred to as the Johnston Plan. Mr. Johnston responded with a few words of welcome and told the group they had a special place in his heart for the work and dedication they have shown through the years. He said the plan would not have succeeded without their help. Mr. Johnston concluded his remarks by stating his philosophy on regional educational media centers hasn't changed and offered his continued support and assistance to all of them in the future.[1]

On behalf of the regional media center personnel, Beverly Trost presented Mr. Johnston with two gifts. She explained that since Mr. Johnston had received a great deal of "flak" because of the program the group was presenting him with a toy pistol. This would enable him to shoot at any innovative program that educators might develop in the future. The second gift was a bronze owl which symbolized Mr. Johnston's wisdom in the development and support of the program.

Plans for the 1972-73 Meetings

On May 15, 1972 the Educational Media Section announced plans to continue the series of meetings through the 1972-73 school year. Plans included:

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[1] Educational Media Section, Minutes of the ESEA Title II Sub-Agency Chairmen's Meeting, of March 2, 1972, p. 4.

August 17-19, 1972	Iowa Great Lakes Area
November 9-10, 1972	Undetermined Meeting Location
March 8-9, 1973	Undetermined Meeting Location

Data on the Individual Centers

In the summer of 1970, a questionnaire was sent to all sixteen centers asking for special historical and current data. Findings are presented here as well as data of a statistical nature gathered since then to give a more complete picture. Please note the following:

1. The lack of uniformity of center names
2. The "unique aspect" section is based on the author's own feelings and experiences
3. The number of students reported since 1966 has sharply fallen for some areas. The figures on student population presented are taken directly from the original applications for funds in 1966 and 1972. It is probable that several areas reported erroneous figures in 1966. It is unlikely that areas would have substantially increased in population.
4. The great fluctuations in monies available to the centers
5. That Area X is the only center that continues to divide their monies 50-50 between print and non-print
6. The fact that little local monies have been spent on materials
7. The limited format of materials available
8. The future outlook for the program as expressed by the people called upon to administer it

AREA I

CENTER'S NAME

Area I Media Center

UNIQUE ASPECTS OF THE PROGRAM

Area I is located in the northeast corner of the state which is often referred to as "the Switzerland of Iowa." It is a very rural area. Two colleges, Upper Iowa University and Luther, are located within its boundaries. Although it is one of the smaller centers, it has sponsored a rather progressive program. This has been due to the leadership provided by Mrs. Devine and the support provided by Mr. Hendrickson.

ADDRESSES

Security Bank Basement - Decorah - 1 year

326 Washington Street - Decorah - 3 years
(old saw mill)

305 Montgomery Street - Decorah 52101 - since 1970
(former hospital)

NAME OF SUB-AGENCY CHAIRMAN

Abner A. Hendrickson, County Superintendent
Joint County System of Allamakee, Howard and Winneshiek

NAMES OF PROFESSIONAL STAFF MEMBERS

Eileen C. Devine August 1967---
Librarian for first two years, Director since that time

NUMBER OF STUDENTS REPORTED

1966	25,315
1972	29,769

ALLOCATIONS OF ESEA TITLE II MONIES

1966	53,457.46	1970	24,695.86
1967	77,329.35	1971	48,343.08
1968	59,028.16	1972	51,309.00
1969	33,354.29		

DIVISION OF MONEY

Since 1969 75% Film 25% Books

DELIVERY SYSTEM

None

OPERATIONAL BUDGET 1970-71

The operational budget is presented to the Advisory Board for approval and if approved recommended to the county boards for adoption. If they are adopted that is the budget under which Area I operates.

HAS THE MEDIA CENTER PURCHASED MATERIALS WITH LOCAL MONEY?

No

HAS THE MEDIA CENTER PURCHASED "BUILDING-LEVEL" MATERIALS?

Have approved the purchase of one item each as an introductory service.

WHAT CATALOGING METHOD DO YOU USE TO INFORM YOUR PATRONS OF MATERIALS?

Color banded cards for card catalogs.

POLICY MAKING AND SELECTION PROCEDURES

The program is governed by the Area I Media Program Committee. Selections of materials are made by print, non-print and special education selection committees. A written set of policies governs the activities of these committees and the people working in the program.

WHAT DO YOU PREDICT THE FUTURE WILL BE FOR ESEA TITLE II IN IOWA?

The dedication of people involved (in the beginning) was amazing. Service is what they want to give. Hopefully the future will dawn brilliantly beyond the present freeze clouds.

AREA II

CENTER'S NAME

Area II Educational Media Center

UNIQUE ASPECTS OF THE PROGRAM

Area II is one of the few centers in Iowa which has never seen fit to hire professional media personnel. Instead, Mr. Martin chose two highly competent clerks to run the actual operation of the center. One had had experience with the public library. The legislative freeze of school budgets in 1971 eliminated the possibility of adding to the staff in the immediate future. Within these limitations the center operates quite efficiently.

ADDRESSES

220 North Washington - Mason City - 1 year

2111 South Federal - Mason City - since 1967

NAME OF SUB-AGENCY CHAIRMAN

M. C. Martin, County Superintendent
Joint County System of Cerro Gordo,
Floyd, Mitchell and Worth

NAMES OF PROFESSIONAL STAFF MEMBERS

None

NUMBER OF STUDENTS REPORTED

1966	37,107
1972	34,244

ALLOCATION OF ESEA TITLE II MONIES

1966	63,721.75	1970	26,278.40
1967	75,133.18	1971	51,411.69
1968	63,930.15	1972	54,173.14
1969	35,684.34		

DIVISION OF MONEY

Since guidelines were changed
75% AV 25% Print

DELIVERY SYSTEM

None

OPERATIONAL BUDGET 1970-71

$36,564.92

Each year the administrative advisory committee has drawn up a tentative budget. This is submitted to each county board involved and a letter of agreement is signed by each participating county board and filed with the Joint County Office (Mason City).

HAS THE MEDIA CENTER PURCHASED MATERIALS WITH LOCAL MONEY?

No

HAS THE MEDIA CENTER PURCHASED "BUILDING-LEVEL" MATERIALS?

Administrative advisory committee has consistently voted against building level materials, other than print, since the first year.

WHAT CATALOGING METHOD DO YOU USE TO INFORM YOUR PATRONS OF MATERIALS?

Book catalogs - one for each format of media.

POLICY MAKING AND SELECTION PROCEDURES

Administrative advisory committee consists of five local superintendents and superintendents of all participating county systems. Local superintendents are appointed by president of Area II administrators for a three-year term.

Audio-visual selection committee and library selection committee are chosen each year by sub-agency chairman with advice from local superintendents. Local superintendent is contacted for permission before any individual is asked to serve on selection committee. Local school assumes costs of travel, substitute, etc.

WHAT DO YOU PREDICT THE FUTURE WILL BE FOR ESEA TITLE II IN IOWA?

I think the program will expand, if and when we get an adequate state wide system of RESA units. If we are forced to go to inadequately financed cooperative units on a voluntary basis, the whole operation will collapse when federal money becomes unavailable.

AREA III

CENTER'S NAME

Area III Material Center

UNIQUE ASPECTS OF THE PROGRAM

Area III is one of the small rural centers in the state. Being sponsored by a single county unit that must work with four other county units to support the center poses administrative problems that many other centers have not had to face. The center has also suffered from a lack of continuity in its professional staff.

ADDRESSES

Kermore Building - Emmetsburg - 1966

Palo Alto County Annex Building - Emmetsburg - since February 1967

NAME OF SUB-AGENCY CHAIRMAN

William Young, County Superintendent, Palo Alto County Schools

NAMES OF PROFESSIONAL STAFF MEMBERS

Linda Twait	August 1969-August 1970
John C. Muncy	August 1970-August 1971
Doris Snyers, Director	November 18, 1971---

NUMBER OF STUDENTS REPORTED

1966	23,802
1972	21,772

ALLOCATION OF ESEA TITLE II MONIES

1966	38,931.45	1970	18,403.88
1967	57,705.90	1971	36,142.85
1968	42,391.39	1972	36,617.72
1969	29,351.31		

DIVISION OF MONEY

Since the guidelines were changed
75% non-print 25% print

DELIVERY SYSTEM

A delivery system was started in August 1970 . . . We deliver once a week. Yes, we deliver to the private schools. The delivery system is financed by the five county boards in Area III.

OPERATIONAL BUDGET

$35,938.00

No, our operation is not based on a formal or legal agreement between the county boards. We have an advisory board consisting of one county board member and one school district superintendent from each county and the three county superintendents that recommend a budget to the five county boards, each board then passes a resolution to support the operation of the center based on their pro-rated share of the census of all children ages 5-21. Our advisory committee did not start till the school year of 1970-71. This procedure seems to be working fairly well.

HAS THE MEDIA CENTER PURCHASED MATERIALS WITH LOCAL MONEY?

No

HAS THE MEDIA CENTER PURCHASED "BUILDING-LEVEL" MATERIALS?

To date the selection committee has frowned on building level materials. This year however the committee spent $1,000.00 for microfilms, this is the only building level materials that have been purchased for the center.

WHAT CATALOGING METHOD DO YOU USE TO INFORM YOUR PATRONS OF MATERIALS?

Book catalogs - one for each format of media.

POLICY MAKING AND SELECTION PROCEDURES

Policies are made by the advisory committee. All materials must be recommended by the selection committee, we have 15 on our selection committee, three from each county. The committee is composed of Librarians, Directors, Instructional Supervisors, and Teachers. The committee members have been appointed by their county superintendents. The committee members are encouraged to contact classroom teachers for recommendations and to have all non-print materials they recommend previewed and rated by classroom teachers. All non-print materials must have been previewed and rated to be considered for purchase.

WHAT DO YOU PREDICT THE FUTURE WILL BE FOR ESEA TITLE II IN IOWA?

In the beginning our center was surrounded by controversy. To date it is enthusiastically accepted by all schools in Area III. I feel our center is here to stay and will continue to grow.

AREA IV

CENTER'S NAME

Educational Resource Center

UNIQUE ASPECTS OF THE PROGRAM

Area IV ranks 15th in size of the 16 centers in Iowa. It is in the rural northwest corner of the state. While it has not had a professional staff, Mr. Price has been fortunate to hire Mrs. Nadeen Mulhern, a very energetic and effective worker. Area IV bought few if any duplicate copies of books the first few years. Mrs. Mulhern, therefore, was quite helpful in establishing the data bank of book information at Area IX.

ADDRESSES

Old Post Office Building - Sheldon - August 1967-70

922 Fourth Avenue - Sheldon - February 1970---

NAME OF SUB-AGENCY CHAIRMAN

W. K, Price, County Superintendent, Lyon County Schools

NAMES OF PROFESSIONAL STAFF MEMBERS

None

NUMBER OF STUDENTS REPORTED

1966	19,561
1972	18,309

ALLOCATIONS OF ESEA TITLE II MONIES

1966	20,000.00	1970	16,988.16
1967	57,006.00	1971	33,397.75
1968	37,903.13	1972	34,453.38
1969	28,537.52		

DIVISION OF MONEY

Since the guidelines were changed
75% films 25% books

DELIVERY SYSTEM

None

OPERATIONAL BUDGET

Based on a cooperative agreement since 1967. Divided on enrollment basis.

HAS THE MEDIA CENTER PURCHASED MATERIALS WITH LOCAL MONEY?

No

HAS THE MEDIA CENTER PURCHASED "BUILDING-LEVEL" MATERIALS?

We concentrate on 16mm films and books. We feel the other media should be available at the building level.

WHAT CATALOGING METHOD DO YOU USE TO INFORM YOUR PATRONS OF MATERIALS?

Book catalogs - one for each format of media.

POLICY MAKING AND SELECTION PROCEDURES

A representative from each county board is selected to serve on a Liaison Committee along with the two county superintendents. We have four counties in our area and the members resign if they desire or are terminated when they no longer represent the county board of education. Also, the president of Area IV School Superintendents may be included.

WHAT DO YOU PREDICT THE FUTURE WILL BE FOR ESEA TITLE II IN IOWA?

If federal funds are discontinued, this area will continue to support the film library for centralized distribution.

AREA V

CENTER'S NAME

Instructional Materials Center

UNIQUE ASPECTS OF THE PROGRAM

Area V has consistently been opposed to providing books from a regional center. The book collection is made up of sets of books relating to specific topics stored and circulated in boxes. The school administrators in the area have solidly supported this philosophy.

ADDRESSES

County Court House - Fort Dodge - to December 1967

1909 First Avenue North - Fort Dodge - December 1967---

NAME OF SUB-AGENCY CHAIRMAN

John Mecklenburg, County Superintendent
Joint County System of Hamilton, Webster and Wright

NAMES OF PROFESSIONAL STAFF MEMBERS

Geraldine French	June 1, 1968 to July 1, 1969
E. J. Parks	July 1, 1968---
Robert E. Dunlap	August 1968---

NUMBER OF STUDENTS REPORTED

1966	50,800
1972	50,397

ALLOCATIONS OF ESEA TITLE II MONIES

1966	31,606.04	1970	34,448.15
1967	89,503.52	1971	67,253.00
1968	89,145.00	1972	74,739.53
1969	42,922.24		

DIVISION OF MONEY

Since the guidelines were changed
75% for non-print and 25% for print

DELIVERY SYSTEM

The films are circulated weekly by mail, but the books are delivered by van once a month to each public school administration center. Parochial schools pick up the materials at their closest public school. This practice has been followed since September 1967.

OPERATIONAL BUDGET

$49,058.80

The budget is based on a legal written contract between the county boards of education. The contract has existed since the beginning of the operation.

HAS THE MEDIA CENTER PURCHASED MATERIALS WITH LOCAL MONIES?

Have traded in old 16mm films purchased with local funds. The new films than become part of the Title II collection.

HAS THE MEDIA CENTER PURCHASED "BUILDING-LEVEL" MATERIALS?

Our committee feels that if we must spend 25% of our funds for print material, it must be on a building level which is what the schools want. Center has only 16mm films and books. Books -- we feel we have a great deal of building level material. Favor

1. High interest, low reading ability material
2. Sights and Sounds Units
3. High school-minority groups and occupations

WHAT CATALOGING METHOD DO YOU USE TO INFORM YOUR PATRONS OF MATERIALS?

Book catalogs - one for each format of media.

POLICY MAKING AND SELECTION PROCEDURES

Advisory Committee - Policy forming committee made up of one School Superintendent or County Superintendent from each county.

Film Selection Committee - made up of three A-V men in the Area plus one elementary principal.

Book Selection Committee - made up of three school librarians and one elementary principal.

The Film and Book selection committees are selected by the Title II staff and rotate every two years.

WHAT DO YOU PREDICT THE FUTURE WILL BE FOR ESEA TITLE II IN IOWA?

Our main objection is to the number of books, many of which we feel should be building level material.

If and when the Legislature mandates RESA units, we feel the Title II material will be a basic component. I am sure the centers will become the hub around which the RESA unit will function.

AREA VI

CENTER'S NAME

Area VI Resource Center

UNIQUE ASPECTS OF THE PROGRAM

The Area VI center is perhaps the best example in Iowa of the amount of influence on a program one person can have. Although the Marshalltown area is one of the smallest in student population, its program has been consistently progressive. This should be credited to the leadership and organizational ability of Mary Travillian.

ADDRESSES

Basement of the Court House - Marshalltown - 1 year

707 North 3rd Avenue - Marshalltown - 2 years
(Remodeled animal hospital)

709 North 3rd Avenue - Marshalltown - 2 years
(Remodeled meat market)

9 Westwood Drive - Marshalltown - August 1970---
(New building)

NAME OF SUB-AGENCY CHAIRMAN

Archie Bartlett Cook, County Superintendent, Marshall County, 1966-68

Dr. Richard Ploeger, County Superintendent 1968---
Joint County System of Marshall and Poweshiek

NAMES OF PROFESSIONAL STAFF MEMBERS

Mary Travillian, Director	August 1965---
Joyce Ring, Librarian	November 1969 - May 1971
Susan Soy, Librarian	June 1971---

NUMBER OF STUDENTS REPORTED

1966	24,938
1972	24,846

ALLOCATIONS OF ESEA TITLE II MONIES

1966	20,000.00	1970	21,250.03
1967	62,305.78	1971	41,661.56
1968	48,239.61	1972	43,686.42
1969	31,520.36		

DIVISION OF MONEY

1969	70% AV	30% Print
Since then	75% AV	25% Print

DELIVERY SYSTEM

1967-68	Once a month delivery to each building public and private
1968-69	Every-two-week delivery to each building
1969-70	Once-a-week delivery to each building
1970-71	Added twice-a-week to Marshalltown schools

Each county served is billed 15¢ per mile for each route run in its county (i.e., 4 or 5 per month).

OPERATIONAL BUDGET

The sub-agency chairman estimates it will cost $2.50 per pupil to run the center. This provides each county office a figure to include in their budgets. Bills are submitted quarterly to each county board for payment . . . . (i.e. all bills are totaled and each county pays a percentage based on assessed valuation or number of students) of the total bill. There is no relationship between the budget (actually there is no formal budget for the center) and amount of money expended. The sub-agency is usually left paying many "overhead" items.

HAS THE MEDIA CENTER PURCHASED MATERIALS WITH LOCAL MONIES?

No

HAS THE MEDIA CENTER PURCHASED "BUILDING-LEVEL" MATERIALS?

The advisory committee is purchasing

*recordings (discs)
recordings (cassettes)
transparencies
*filmstrips (sound sets)
picture sets
art prints
periodical subscriptions (professional)

*favored items as far as amounts of money expended

The committee feels this is as valid an area to be "supplementary" in as films.

WHAT CATALOGING METHOD DO YOU USE TO INFORM YOUR PATRONS OF MATERIALS?

Book catalogs - one for each format of media.

POLICY MAKING AND SELECTION PROCEDURES

The policy making board is the Executive Advisory Committee made up of the four county superintendents in our area. The center is operated under the policies of the Joint-County system which serves as sub-agency.

The selection committee is made up of representatives of school districts we serve. We ask each district to have one or more representatives (their choice). The committee this year numbered 32. Usually very heavily secondary in makeup.

WHAT DO YOU PREDICT THE FUTURE WILL BE FOR ESEA TITLE II IN IOWA?

I think the program has shown not a "need" for this type of service but that if a good service is offered the teachers will utilize it.

I predict the "Regional Media Centers" will be around in some way - shape - or form in whatever kind of intermediate-county district set-up we finally end up with.

AREA VII

CENTER'S NAME

Area VII Educational Media Center

UNIQUE ASPECTS OF THE PROGRAM

Because no funds for operation of the program were forth-coming from the state, Area VII came very close to not having a center in the true sense of the word. In the beginning, the films were housed and distributed from the county superintendent's office at Waterloo. The elementary library books were distributed on various circuits. Every nine weeks the boxes of books moved from one elementary building to another. Plans were made to process the secondary books at the Waterloo office but they were to be housed at all the county school offices in the area including Independence, Waverly and Grundy Center. This encouraged buying five copies of each title the first three years of the project.

During the summer of 1968, an elementary guidance program written under ESEA Title III was approved for Area VII. Entitled Project ABC, it allowed the county system to finance a move to a new location. It also provided a media specialist in production and the necessary production equipment to support the guidance counselors. This encouraged the establishment of a true media "center." The secondary books were never divided and in the summer of 1969 the elementary circuit books were recalled.

A delivery system has never been established since the location of the center is approximately in the middle of Area VII. This allows overnight delivery of films by mail to any school in the area. Both the

Waterloo and Cedar Falls systems provide their own daily delivery and this serves approximately one-third of the school buildings.

The legislative freeze on school budgets in 1971 had the effect of halting any expansion of programs. This factor and the personalities of the people directing the program have combined to make the Area VII center one of the most conservative operations in the state providing basic library services only.

ADDRESSES

Black Hawk County Court House - Waterloo 50703 - 1966-August 19, 1968

501 Jefferson Street - Waterloo 50701 - August 20, 1968-January 9, 1972

314 East 14th Street - Cedar Falls 50613 - January 10, 1972---

NAME OF SUB-AGENCY CHAIRMAN

Perry H. Grier, County Superintendent
Joint County System of Black Hawk and Buchanan Counties

NAMES OF PROFESSIONAL STAFF MEMBERS

Beverly Hinders Trost, Librarian and Director of ESEA Title II
June 1968---

NUMBER OF STUDENTS REPORTED

1966	61,219
1972	54,627

ALLOCATIONS OF ESEA TITLE II MONIES

1966	93,810.70	1970	43,079.36
1967	100,132.38	1971	83,988.94
1968	107,175.56	1972	97,113.34
1969	50,589.75		

DIVISION OF MONEY

1969	60% Films	40% Books
Since then	75% Films	25% Books

DELIVERY SYSTEM

None

OPERATIONAL BUDGET

1970-71 -- $52,194.00

The budget for the coming fiscal year is designed by the sub-agency chairman and the director early in the spring. All the county superintendents supporting the program are then invited to a meeting. At the meeting their share of the cost is projected on a per-public-school-child basis. They are then asked to commit themselves to supporting the program for the next year. They in turn present these materials to their boards. At the end of the year an invoice is sent to each county school board.

HAS THE MEDIA CENTER PURCHASED MATERIALS WITH LOCAL MONIES?

No

HAS THE MEDIA CENTER PURCHASED "BUILDING-LEVEL" MATERIALS?

In 1972 the selection committee approved the purchase of sound-filmstrips to the amount of $3,000 on an experimental basis.

WHAT CATALOGING METHOD DO YOU USE TO INFORM YOUR PATRONS OF MATERIALS?

Book catalogs - one for each format of media.

POLICY MAKING AND SELECTION PROCEDURES

The center is guided in its policies by the Administrative Advisory Committee. This committee is composed of three county superintendents and three local district superintendents. Any major change in policy is first taken to them.

Materials are selected by the print and non-print materials committees. Each public school district has at least one member on one of the committees under a rotation system. The private schools are also represented. The collection is evaluated yearly before selection begins.

AREA VIII

CENTER'S NAME

Area VIII Instructional Materials Center

UNIQUE ASPECTS OF THE PROGRAM

The Dubuque area has the highest proportion of parochial students in the program. In 1971 they lost Jackson County from their area to Area IX. Jackie Hand has organized a very aggressive in-service program. The center has been involved deeply with film study and the Far West Regional Laboratory's mini-courses.

ADDRESSES

Court House - Dubuque - 1966-67

1862 Central - Dubuque - 1967-69

Conlin Building, 1473 Central - Dubuque - 1969---

NAME OF SUB-AGENCY CHAIRMAN

Cletus Koppen, County Superintendent, Dubuque County Schools

NAMES OF PROFESSIONAL STAFF MEMBERS

William Burns, Coordinator of Title II	1966-69
Jacqueline Hand, Director	1969---

NUMBER OF STUDENTS REPORTED

1966	35,935
1972	33,701

ALLOCATIONS OF ESEA TITLE II MONIES

1966	113,965.99	1970	36,233.32
1967	89,717.70	1971	70,714.28
1968	92,686.08	1972	73,170.42
1969	36,872.47		

DIVISION OF MONEY

Since the guidelines were changed
75% non-print 25% print

DELIVERY SYSTEM

Established on October 15, 1969. They deliver to public and private schools twice a week. The city schools receive a daily delivery as they drop to their delivery truck.

OPERATIONAL BUDGET

Only one board of the three counties supports our center. Plans are underway to receive support from another county, with the third county receiving services from another area center.

HAS THE MEDIA CENTER PURCHASED MATERIALS WITH LOCAL MONIES?

Yes, if needed. We order materials with caution and include them with regular Title II circulation. Most materials are of a professional nature or are "urgent-need" types. Models for kits are ordered from local funds.

Equipment is ordered with local funds and used first by Dubuque County but is available to other schools if not in use.

We have a good budget for workshop materials and speakers from local funds.

HAS THE MEDIA CENTER PURCHASED "BUILDING-LEVEL" MATERIALS?

Because we serve an equal school population of public and parochial schools -- and parochial schools are always short of funds -- we have decided to open a third department, multi-media. We now circulate

Kits
Film Loops
Filmstrip Sets
Records
Cassette Tapes
Slides
Microfilm
Prepared and Original Transparencies

We will no longer purchase records or reel-to-reel tapes except for master copies. Cassette format only.

WHAT CATALOGING METHOD DO YOU USE TO INFORM YOUR PATRONS OF MATERIALS?

Book catalogs - one for each format of media.

POLICY MAKING AND SELECTION PROCEDURES

Our committee members are chosen by the center director and sub-agency chairman. They serve for a one-year term. We try to include librarians, guidance, special education, curriculum, principals, AV department heads -- generally administrative people who can meet during a school day.

Sub-committees of teachers preview material and send recommendations to committee for purchase.

Final Advisory Board of School Superintendents and Principals of three counties OK order.

WHAT DO YOU PREDICT THE FUTURE WILL BE FOR ESEA TITLE II IN IOWA?

I believe the media centers are here to stay. Perhaps we'll see fewer handling more school population. However, educators are becoming accustomed to good supplemental services from us and will fight to keep us in operation. I predict less budget going toward print materials.

AREA IX

CENTER'S NAME

Area IX Instructional Materials Center

UNIQUE ASPECTS OF THE PROGRAM

Area IX's chief asset has been its excellent professional staff. Intelligent and hard-working people have built a very progressive program. The computer in Davenport has been of great help to the state's uniform computer cataloging project. John Haack has built an extensive data bank that includes data on most current well-known 16mm films. The computer has also been extensively used for record keeping in the circulation of both films and books.

ADDRESSES

330 East 4th Street - Davenport - August 1966---

NAME OF SUB-AGENCY CHAIRMAN

Louis Pickett, County Superintendent, July 1966-July 1968

Dr. Jerry B. Stout, County Superintendent
Joint County System of Muscatine and Scott, July 1968---

NAMES OF PROFESSIONAL STAFF MEMBERS

Harold Hubbard, Director	July-August 1966
John T. Haack, Director	July 1, 1967---
Lois A. Harker, Librarian	June 12, 1967---
Margo Rice, Librarian	Summer of 1968
Geraldine French, Librarian	August 1, 1969-August 1, 1971
Hal Bergeson, AV Consultant	August 30, 1969-June 15, 1970
James Clark, AV Consultant	August 17, 1970---

NUMBER OF STUDENTS REPORTED

1966	53,893
1972	71,462

ALLOCATIONS OF ESEA TITLE II MONIES

1966	207,271.52	1970	48,327.30
1967	109,650.16	1971	94,164.79
1968	122,333.76	1972	118,671.23
1969	50,185.26		

DIVISION OF MONEY

1970	60% non-print	40% print
1971	70% non-print	30% print

DELIVERY SYSTEM

Financed through Area IX budget -- no extra charge: Do not deliver to private except we drop off at nearest public school drop.

November 1967 -- Delivery started - Once a week to each district center.

August 1968-to date -- Twice a week to each district center.

OPERATIONAL BUDGET

$154,176.00

We are not working on a formal or legal agreement. It's a gentleman's agreement to support a budget drawn up by the director and approved by each county superintendent and their boards.

HAS THE MEDIA CENTER PURCHASED MATERIALS WITH LOCAL MONIES?

No contribution, except for the budget allotment of materials replacement. Scott County and Clinton County offices "donated" their films from their libraries in 1968.

If federal funds discontinue the locals have agreed to support materials. (This vote was prior to the tax freeze.)

HAS THE MEDIA CENTER PURCHASED "BUILDING-LEVEL" MATERIALS?

Area IX selection committees have viewed that the Regional Center shall have:

1. 16mm film
2. supplementary library books
3. transparency masters
4. production facilities
5. professional consultants

not materials

All others are viewed as local system or building level.

WHAT CATALOGING METHOD DO YOU USE TO INFORM YOUR PATRONS OF MATERIALS?

Book catalogs - one for each format of media.

POLICY MAKING AND SELECTION PROCEDURES

Each year members are selected by the local school systems. Two members from each district with larger schools allowed more because of size. (55 members in 1971 from 19 districts and private schools.)

WHAT DO YOU PREDICT THE FUTURE WILL BE FOR ESEA TITLE II IN IOWA?

Its future is GREAT - I wouldn't have left Davenport if I didn't think so. Several ifs are here on us:

1. We must not make the centers a film library only. (It must be both print and non-print.)
2. We must remember we're a service operation.
3. We must be very selective in "all" personnel appointments.
4. Accountability in the operational procedures.
5. Centers must do for schools what they can't afford to do alone or be as economical.

AREA X

CENTER'S NAME

RESA Instructional Materials Center

UNIQUE ASPECTS OF THE PROGRAM

In many ways Area X operates the most advanced media program in the state. In numbers of materials circulated, the center's total record is outstanding. Even after the guidelines were changed, Area X has continued to divide the money evenly between AV and print materials. No other center has done so. Their curriculum laboratory, while in no way supported by Title II, has certainly added importance to the media services. It is quite possible that Area X has the best curriculum laboratory in the state. Area X's joint county system employs approximately ten subject specialist consultants. The media center's work with these people has possibly integrated the Title II program more deeply into the service organization of the joint county system than at any other center. The joint county system provides over 85% of the operations support, giving the center considerable stability.

ADDRESSES

346 Second Avenue, S. W. - Cedar Rapids

305 Second Avenue, S. E. - Cedar Rapids

4401 Sixth Street, S. W. - Cedar Rapids

NAME OF SUB-AGENCY CHAIRMAN

Ira Larson, County Superintendent, Linn County, 1966-68

Dwight G. Bode, County Superintendent 1968---
Joint County System of Cedar, Johnson, Linn and Washington

NAMES OF PROFESSIONAL STAFF MEMBERS

Dr. Glen Easterday, Coordinator of Center	
V. I, Arney, Director	1966-June 1972
Juanita Larsen, Head Librarian	1966---
Dave Baldwin, Curriculum Librarian	1968---

NUMBER OF STUDENTS REPORTED

1966	78,699
1972	78,128

ALLOCATIONS OF ESEA TITLE II MONIES

1966	117,828.86	1970	55,693.90
1967	118,511.14	1971	108,448.78
1968	138,604.04	1972	125,658.54
1969	58,053.27		

DIVISION OF MONEY

50% AV   50% Print

DELIVERY SYSTEM

They have had a delivery system since the 1968-69 school year with twice weekly delivery to both public and private schools.

OPERATIONAL BUDGET

The media center's 1970-71 budget was published along with the joint county system's budget in a booklet eighty pages long.

The media center program is reported under four main sections. They are:

Main Library
Curriculum Laboratory
Film Library
Media Services

Since the beginning of the program, Area X has levied a service and insurance fee for every film booking. They have also charged $1.00 a day for overdue film. As they had promised the local district administrators, this money is spent for maintenance of old film and the purchase of new film.

The best means of showing the extent of the operation is probably the amount of tax askings for each program from the Joint County System alone.

Program	Joint County Tax Asking
Main Library	$85,679.00
Curriculum Laboratory	48,292.00
Film Library	84,784.00
Media Services	27,347.00

The library projected a circulation of 125,000 books during the school year. The curriculum laboratory projected fifty educational suppliers displays and 4,000 visitors. The film library projected the circulation of 56,000 films. The media specialist agreed to hold five conferences and inservice meetings on the use of media for teachers in the area.

HAS THE MEDIA CENTER PURCHASED MATERIALS WITH LOCAL MONIES?

No

HAS THE MEDIA CENTER PURCHASED "BUILDING-LEVEL" MATERIALS?

Records, art prints and models.

WHAT CATALOGING METHOD DO YOU USE TO INFORM YOUR PATRONS OF MATERIALS?

Printed catalog cards by subject. Author lists and film catalogs published as books.

POLICY MAKING AND SELECTION PROCEDURES

You know how we select our Title II books and films. It is not done by a small committee method, but by all teachers interested in using our materials (evaluation slips).

WHAT DO YOU PREDICT THE FUTURE WILL BE FOR ESEA TITLE II IN IOWA?

1. Title II when operated correctly is of great value to schools.
2. Its future depends on the leadership in the centers. If outstanding it will flourish and grow, if not it will fail.

AREA XI

CENTER'S NAME

Area XI Regional Media Center

UNIQUE ASPECTS OF THE PROGRAM

While Area XI serves the largest group of students and has received by far the largest allocations, it has not been able to develop an aggressive, large-scale program. It has had three basic obstacles to overcome. The Des Moines School District would rather provide its own media services and would have preferred to see the money go directly to the districts rather than to the regions. Several successful county film libraries existed in the area before the center organized. The media center has never succeeded in persuading the county superintendents that a well-developed delivery system was needed. Perhaps with the strong leadership of Dr. Davis the center will gain greater strength.

ADDRESSES

112-116 Eleventh Street - Des Moines - Fall 1966---

NAME OF SUB-AGENCY CHAIRMAN

Ralph Norris, County Superintendent
Polk County School System, 1966-1971

Kenneth W. Miller, County Superintendent
Polk County School System, 1971---

NAMES OF PROFESSIONAL STAFF MEMBERS

Ralph Jorgenson	1966-1971
Betty M. Atwood, Curriculum Consultant	1966---
Dr. Marvin Davis, Director	1970---

NUMBER OF STUDENTS REPORTED

1966	123,544
1972	124,406

ALLOCATIONS OF ESEA TITLE II MONIES

1966	223,470.82	1970	90,494.23
1967	178,283.78	1971	175,927.07
1968	222,015.17	1972	208,432.06
1969	86,936.17		

DIVISION OF MONEY

Since the guidelines were changed

75% AV	25% Print

DELIVERY SYSTEM

None

OPERATIONAL BUDGET

No legal agreement is involved. No budget was provided.

HAS THE MEDIA CENTER PURCHASED MATERIALS WITH LOCAL MONIES?

No

HAS THE MEDIA CENTER PURCHASED "BUILDING-LEVEL" MATERIALS?

The county superintendents in Area XI serve as an advisory board. Their initial decision was no building level materials (other than books) and this decision still holds.

WHAT CATALOGING METHOD DO YOU USE TO INFORM YOUR PATRONS OF MATERIALS?

Book catalogs - one for each format of media.

POLICY MAKING AND SELECTION PROCEDURES

The nine county superintendents serve as an advisory committee.

Each superintendent appoints one or more persons to serve on the selection committee. This is a yearly appointment. The media center staff serves as advisor on the selection committee.

WHAT DO YOU PREDICT THE FUTURE WILL BE FOR ESEA TITLE II IN IOWA?

I feel that it is a good program and a needed one. With the trend away from supporting education through "tight" money I would guess that pressure will be used to funnel the funds to local school districts and, if received, they will cut their spending for media accordingly (this may not show on reported figures if a sustained level is required by law but it will still happen).

AREA XII

CENTER'S NAME

Area XII Educational Resource Center

UNIQUE ASPECTS OF THE PROGRAM

Area XII's center is located on a former airforce base. It serves a rather large metropolitan school district, Sioux City, surrounded by a rural area. It has benefited from the leadership of three well-known A-V specialists. Warren Haffner, a former president of the Audio Visual Education Association of Iowa, died suddenly of a heart attack while serving as AV director. Phil Slagle served there before becoming director of the Council Bluffs center. Dave Little went to Sioux City from the Allegheny County Regional Instructional Materials Center at Pittsburgh, Pennsylvania. Prior to that he had been at Cedar Rapids working in an ESEA Title III project.

ADDRESSES

Building 814 - Sioux City Airport - 1966-July 6, 1970

Building 109 - Sioux City Airport - July 7, 1970---

NAME OF SUB-AGENCY CHAIRMAN

Darwyn J. Friedlund, County Superintendent, Woodbury County Schools

Dr. Dennis Harken, County Superintendent, Woodbury County Schools

NAMES OF PROFESSIONAL STAFF MEMBERS

Lois Schmidt, Librarian	1967-1970
Phil Slagle, AV Director	1966-1967
Warren Haffner, AV Director	1968-deceased
Charles Hadley, Director	1965-1970

Jerry Kindred, AV Director	1969-1970
Dave Little, Assoc. Director	1970---
James C. Harris, Director	1970---
Norma Barnes, Librarian	January 3, 1972---

NUMBER OF STUDENTS REPORTED

1966	66,779
1972	47,936

ALLOCATION OF ESEA TITLE II FUNDS

1966	86,088.33	1970	40,226.94
1967	97,559.09	1971	78,458.06
1968	96,793.21	1972	80,573.34
1969	45,923.74		

DIVISION OF MONEY

Since the guidelines were changed
75% non-print 25% print

DELIVERY SYSTEM

Unscheduled delivery - only when large orders of books and kits must be picked up or delivered.

OPERATIONAL BUDGET

Not available to other than participating. Legal agreement since 1966.

HAS THE MEDIA CENTER PURCHASED MATERIALS WITH LOCAL MONIES?

No, other than a slight amount for equipment on NDEA Title III.

HAS THE MEDIA CENTER PURCHASED "BUILDING-LEVEL" MATERIALS?

Not answered.

WHAT CATALOGING METHOD DO YOU USE TO INFORM YOUR PATRONS OF MATERIALS?

Newsletters, catalogs and card catalog for books.

POLICY MAKING AND SELECTION PROCEDURES

No written policy regarding selection - Based on need expressed by committee until this year - now based on "needs survey."

WHAT DO YOU PREDICT THE FUTURE WILL BE FOR ESEA TITLE II IN IOWA?

Where systems have delivery and professional staff - very bright.

Where systems have no delivery and few or no professionals - very doubtful.

AREA XIII

CENTER'S NAME

Area XIII Educational Services and Media Center

UNIQUE ASPECTS OF THE PROGRAM

Council Bluffs is one of the few centers that has had access to a computer for scheduling and record keeping. They have produced an excellent newsletter that has encouraged the strong circulation of materials and have enjoyed a much faster increase in circulation than most centers.

ADDRESSES

Pottawattamie County Court House - Council Bluffs - 1 1/2 years

Route #1 - Council Bluffs 51501 - September 1967---
(Former Trainor Missile Site)

NAME OF SUB-AGENCY CHAIRMAN

Burton Halverson, County Superintendent
Pottawattamie County School System, 1966-August 1967

Dr. Calvin Bones, County Superintendent
Pottawattamie County School System

NAMES OF PROFESSIONAL STAFF MEMBERS

Avanell Howell, Director/Librarian	1966-67
George Kimack, Director	January 1968-June 1969
Phillip J. Slagle, Director	January 7, 1969---
Dennis L. Lohse, Librarian	1969-70
Charlene Lenz, Media Consultant	August 1969-June 1971
Bonnadell Fredrickson, Librarian	August 1970-July 1971

NUMBER OF STUDENTS REPORTED

1966	50,133
1972	49,051

ALLOCATIONS OF ESEA TITLE II MONIES

1966	174,820.02	1970	37,909.68
1967	90,905.68	1971	73,964.88
1968	91,239.72	1972	82,652.94
1969	45,453.84		

DIVISION OF MONEY

Since guidelines were changed, we have been spending 75% on non-print and 25% on printed materials.

DELIVERY SYSTEM

One truck - 1967. Two trucks - 1968. Three trucks - 1969. Deliveries to all schools (including private) no less than twice a week. Financing: From the per pupil assessment levied to the particular county. Parochial schools pay 1¢ per item for delivery. Note: Large secondary schools in the Council Bluffs area are serviced daily.

OPERATIONAL BUDGET

There is a formal agreement that was entered into in September 1967 to create the Southwest Iowa Area XIII Educational Media Council. $139,047.74

HAS THE MEDIA CENTER PURCHASED MATERIALS WITH LOCAL MONEY?

Local funds maintain and repair materials. We have approximately 600 reels of 16mm film that came from sources other than Title II. All materials are housed, circulated and treated the same as Title II materials.

HAS THE MEDIA CENTER PURCHASED "BUILDING-LEVEL" MATERIALS?

We do not subscribe to the philosophy that building level materials should be in a regional center, so far as non-print materials are concerned. In the print area, we have been buying a considerable number of high interest, low level books in the past two years.

WHAT CATALOGING METHOD DO YOU USE TO INFORM YOUR PATRONS OF MATERIALS?

Catalogs: A new film catalog for each teacher was published in the summer of 1970. A new smaller media catalog (filmstrips, etc.) is being prepared this summer for distribution in August, 1971. Books are listed in a card catalog. Our monthly newspaper lists new acquisitions until they are cataloged in a larger publication.

POLICY MAKING AND SELECTION PROCEDURES

Policy making body: Area XIII Administrative Committee composed of the county superintendents of the participating counties. Area XIII Advisory Council: one local superintendent from each participating county. Selection Committee: one person from each county and one from Council Bluffs who are nominated by the local superintendents on the Advisory Council. Selection Committee members serve for one year. Advisory Council members serve indefinitely.

WHAT DO YOU PREDICT THE FUTURE WILL BE FOR ESEA TITLE II IN IOWA?

We have made it work and we think that our contribution has been a valuable one to Southwest Iowa, a very poor (in terms of resources) part of Iowa. I will make no predictions as to the future, since I am having my credentials brought up to date.

AREA XIV

CENTER'S NAME

Southwest Iowa Learning Resources Center

UNIQUE ASPECTS OF THE PROGRAM

The Red Oak Center is the only center in Iowa that began as a Title III project and later assumed the Title II responsibilities for the area. It is the smallest center in terms of students served.

Four aspects of the program have been unique.

1. The use of WATS lines to gather orders for materials.
2. Daily delivery to every building since the center was established.
3. A very active planetarium program.
4. A very active film study program with showings of classic films open to the public.

ADDRESSES

423 Reed - Red Oak - August 15, 1966-December 30,1966

2010 Broadway - Red Oak - January 1, 1967---

NAMES OF SUB-AGENCY CHAIRMAN

Thomas Moore, County Superintendent, Union County School System

A. J. Whitaker, County Superintendent, Montgomery County Schools

NAMES OF PROFESSIONAL STAFF MEMBERS

Fred Miller	August 1966-December 1966
Allen Nelson	January 1967-September 1969
Robert Williams	July 1966-July 1971
Philip Olive	September 1966---
R. W. Curtis	August 1966--
William Horner	July 1966---

NUMBER OF STUDENTS REPORTED

1966	17,953
1972	16,571

ALLOCATIONS OF ESEA TITLE II MONIES

1966	20,000.00	1970	16,292.60
1967	53,052.27	1971	32,040.40
1968	34,357.18	1972	32,622.81
1969	26,916.97		

DIVISION OF MONEY

Since the guidelines were changed
75% non-print 25% print

DELIVERY SYSTEM

Since September 1966 they have had daily delivery to all public schools and one private school. It is included in our total budget, which is based on a per pupil fee from each school district with a supplementary per pupil fee from each county board of education within the area we serve.

OPERATIONAL BUDGET

We had a Joint County Agreement which phased into a nonprofit organization directed by a Board which is composed of a representative from each County Board plus a representative from the LRC.

HAS THE MEDIA CENTER PURCHASED MATERIALS WITH LOCAL MONIES?

Yes, $5.00 per pupil which includes material purchase and operation.

HAS THE MEDIA CENTER PURCHASED "BUILDING-LEVEL" MATERIALS?

They feel that the Media Center should not buy nor house building level materials. Materials such as filmstrips, transparencies, cartridges and tapes should be in the individual school buildings or rooms.

WHAT CATALOGING METHOD DO YOU USE TO INFORM YOUR PATRONS OF MATERIALS?

We have both a print and non-print book catalog.

POLICY MAKING AND SELECTION PROCEDURES

Print -- all school librarians in Area XIV

Non-print -- 6 members

WHAT DO YOU PREDICT THE FUTURE WILL BE FOR ESEA TITLE II IN IOWA?

It does the job for which it was intended.

AREA XV

CENTER'S NAME

Area XV Media Center

UNIQUE ASPECTS OF THE PROGRAM

Certainly Area XV has been unique in gaining a rather high level of support at $5.00 per student. It is located in a rural part of the state and includes many former coal mining towns. It has had access to a computer for cataloging, booking and record keeping since April 1967. Using their computer, they have produced the only subject listing of materials that incorporates all media regardless of format. To support this concept they have also produced alphabetical listings of both books and films and a booklet entitled "16mm Film Annotations."

ADDRESSES

Building #4 - Ottumwa Industrial Airport - October 1, 1966-July 31, 1967

Building #18 - Ottumwa Industrial Airport - August 1, 1967---

NAME OF SUB-AGENCY CHAIRMAN

Irving J. Hickman, County Superintendent, Wapello County Schools

NAMES OF PROFESSIONAL STAFF MEMBERS

David F. Starchevich, Librarian - November 1, 1966-June 1, 1969

William F. Love, AV Specialist - January 1, 1967-June 1, 1967

Earl D. Johnson, AV Specialist - June 1, 1967-June 30, 1971

Marilyn Heald, Librarian - Part-time, Summer 1968 and 1969

Maxine M. Wegner, Librarian - March 1, 1970---

R. O. Wright, Director - November 1, 1966-July 31, 1971, Retired

Irving J. Hickman, Business Manager - October 1, 1966---

W. Leon Maxson, Director - June 1971---

NUMBER OF STUDENTS REPORTED

1966	39,217
1972	35,093

ALLOCATIONS OF ESEA TITLE II MONIES

1966	71,167.25	1970	27,834.19
1967	87,842.82	1971	54,428.35
1968	71,529.24	1972	59,406.25
1969	37,317.49		

DIVISION OF MONEY

1969	75% AV	25% Books
1970	60% AV	40% Books
1971	60% AV	40% Books

DELIVERY SYSTEM

Our delivery system was inaugurated February 4, 1967, one delivery per week to each center. We went on computer April 1967, and twice weekly delivery followed through 1968. In 1969 we started delivery once every third school day to each center, which proved to be the most satisfactory because of film scheduling.

OPERATIONAL BUDGET

We have a legal agreement. It has existed since February 16, 1970. This budget is based on $5.00 per pupil. Budget for 1971 -- $180,875.00

HAS THE MEDIA CENTER PURCHASED MATERIALS WITH LOCAL MONEY?

Yes. They are treated as Title II materials.

HAS THE MEDIA CENTER PURCHASED "BUILDING-LEVEL" MATERIALS?

Yes. Film loops, transparencies, tapes, study kits, filmstrips and all kinds of teaching machines.

WHAT CATALOGING METHOD DO YOU USE TO INFORM YOUR PATRONS OF MATERIALS?

Book catalogs.

POLICY MAKING AND SELECTION PROCEDURES

We request each district superintendent to select representatives for the print and non-print selection committees. A minimum of two per school with a larger number from larger districts. A cross section of administrators, media personnel and teachers are reappointed annually at discretion of district superintendent.

WHAT DO YOU PREDICT THE FUTURE WILL BE FOR ESEA TITLE II IN IOWA?

The Area XV Media Center considers the Title II to be quite acceptable by all of the school districts. It is expected to grow and will become an excellent instructional center for the future.

AREA XVI

CENTER'S NAME

Area XVI Media Center

UNIQUE ASPECTS OF THE PROGRAM

Area XVI's center is located in a building on the grounds of the state mental health hospital at Mount Pleasant. The collection was brought together in 1968. Although it is one of the smaller centers, its chief problem has been the lack of strong leadership.

ADDRESSES

615 1/2 Seventh Street - Fort Madison - Films - 1966-68

Des Moines County Court House - Burlington - Books - 1966-68

Mental Health Institute, 1200 East Washington - Mt. Pleasant - 1968---

NAME OF SUB-AGENCY CHAIRMAN

Richard Speas, County Superintendent, Lee County Schools

NAMES OF PROFESSIONAL STAFF MEMBERS

Betty Schaile, Librarian	1966-68
William F. Love, Director	1968-1971
George I. Burrow, Director	July 1971---

NUMBER OF STUDENTS REPORTED

1966	30,637
1972	27,351

ALLOCATION OF ESEA TITLE II MONIES

1966	96,702.58	1970	24,578.00
1967	75,884.60	1971	48,114.52
1968	59,177.60	1972	50,783.88
1969	33,322.98		

DIVISION OF MONEY

1969	65% AV	35% Print
1970	70% AV	30% Print

DELIVERY SYSTEM

No delivery service as yet. Trying to get one approved. (One was started in January 1972.)

OPERATIONAL BUDGET

Not supplied.

HAS THE MEDIA CENTER PURCHASED MATERIALS WITH LOCAL MONEY?

No

HAS THE MEDIA CENTER PURCHASED "BUILDING-LEVEL" MATERIALS?

(Not answered.)

WHAT CATALOGING METHOD DO YOU USE TO INFORM YOUR PATRONS OF MATERIALS?

Book catalogs.

POLICY MAKING AND SELECTION PROCEDURES

(Not answered.)

WHAT DO YOU PREDICT THE FUTURE WILL BE FOR ESEA TITLE II IN IOWA?

Should continue.

Other State-wide Projects Connected to the ESEA Title II Centers

Several other efforts and projects have been connected to the administration of the sixteen centers. Many of them would be worthy of further investigation and the name of at least one person who would have information pertaining to them is listed.

Cooperative Efforts

Since the center personnel began conducting their series of meetings, they have expressed an interest in cooperation and cooperative projects. In the spring of 1969, a committee chaired by Ira E. Larson distributed a questionnaire to the centers designed to gather information that would identify possible areas of cooperation. Other members on the committee were Mary Travillian from Area VI, Geraldine French from Area V and William Burns from Area VIII. The committee reported their findings in a document distributed at the Fort Dodge meeting in October 1969 entitled "Report of a Study of the Operations and Costs of the Instructional Materials Centers in Iowa, as Supported by Title II of the Elementary-Secondary Education Act for the Period July 1, 1968 to June 30, 1969." It consisted of twenty-one pages of background explanation and summary tables. Each questionnaire returned by the centers had been reproduced.

The only concrete proposal to come from this effort was the sharing of certain professional films throughout the state. However, the document is a good historical record of the centers as they existed in 1969.

Special Education Funds

At the October 31, 1967, meeting in Cedar Rapids, Don Pickering, Consultant for the Visually and Physically Handicapped at DPI, described a proposed project. The project would provide funds directly to the centers to be spent as they wished. In return, they would agree to house and catalog certain state-owned special education materials. This function ended with the transfer of this material to the Iowa Commission for the Blind in June 1969.

In Marshalltown on January 22, 1969, center personnel agreed to a new division of this money. In the future they would spend 60% of the money on special education materials and only 40% on their operational budgets. The percentage for operational budgets would eventually fall to only 10% and performance objectives had to be submitted and approved before the monies were granted. In 1971, the person at DPI in charge of the program was Mr. Jeff Grimes, Consultant for Special Education Media Services.

SECDC and KU-SEIMC

Mr. Munro Shintani, Consultant-Coordinator of the Special Education Curriculum Development Center for DPI explained SECDC to center personnel at the December 14, 1967, meeting in Ottumwa. The plan called for the production of curriculum documents which were presented to educators working in special education throughout the state by a team of SECDC teacher-trainers. Many centers would come to host these monthly meetings.

Tom Chastain and Keith Dollinger explained the functions of the University of Kansas Special Education Instructional Materials Center at Lawrence. The center was a member of the national Instructional Materials Center Network for Handicapped Children and Youth. Shortly after this, all the Iowa centers became members of KU-SEIMC and all teachers asking for materials from Kansas were asked to order them through their area center.

Centralized Cataloging of Center-Owned Materials

Area IX, Davenport, announced their willingness to use their computer to establish a catalog production project for the entire state. Data pertaining to both films and books would be obtained. Several, but by no means all, of the centers participated. By 1971, Mr. John Haack, Director of Area IX, had collected considerable data since many of the major film producers assisted him by providing organized information concerning their products. Mr. Haack, based on his extensive experience, must be considered an expert in the field of computer-based book catalog construction and printing.

Special Needs

"Special Needs" is a category of funds received by DPI from the federal government which is designed to build programs for the handicapped and the disadvantaged in the area of career education.

Beginning in fiscal year 1970 each center was allotted an amount of funds for which they were to apply. A local committee set the priorities and wrote the service objectives.

This has been the most poorly administered of all the projects. What at first appeared as simple became more complicated as time passed. Eventually, several centers did not bother to apply for funds. Dan Kroloff, Chief of the Special Needs Section at DPI has been in charge of the project.

While the monies did not fulfill the objectives of the DPI Special

Needs personnel to their satisfaction, it did bring $300,000 into the centers between 1970 and 1971. Much of this was spent on career education materials.

National Highway Traffic Safety Monies

On March 10, 1971, DPI announced that $220,000 was to be granted to Iowa's sixteen centers. The monies were to purchase curriculum materials with an emphasis on alcohol countermeasures.

The project was directed by Dwight R. Carlson, Consultant for Driver and Safety Education. It was unique in that each center was allowed to spend a certain amount of monies on materials they selected from a DPI prepared list. The materials were then ordered by DPI and the warrants were issued from the state level. From a local center administrator's point of view, this was the simplest project to coordinate.

Cooperative Use of Professional Film

One of the earliest proposals for cooperative service involved the inter-area sharing of professional inservice films. Quite frankly, centers were willing to share the films because they were not being heavily used. The first step involved the publishing of a catalog of all professional films the centers were willing to share. One supplement was added a year later.

At various times people proposed

1. Giving the films involved to one center to distribute directly to users.
2. Refusing to purchase any more films of this type and encouraging the state university rental libraries to specialize in this area.
3. Purchasing this type of film yearly by taking monies from the state allocation before it was divided.

4. Writing a special ESEA Title III innovative project to supply professional materials to all the state from one center.

The last suggestion was followed and Mary Travillian, Director of the Area VI Resource Center at Marshalltown, submitted such a plan in the fall of 1971. It was called Project PFAST PACE. The letters stand for Professional Films for Administrators, Schools and Teachers, a Project to Advance Creativity in Education. The project was approved in October and $40,000 was available for the purchase of inservice materials.

Project Inform

In September of 1971, a week-long institute was held for center personnel from eleven areas. It was conducted by personnel from the Far West Regional Laboratory for DPI. The training was designed to produce Education Information Consultants.

The DPI staff had submitted a proposal to the federal office that had been approved. It provided funds for the purchase of the complete ERIC documents collection as well as other research materials. In addition, salaries were provided to hire a "referral specialist" and a secretary. Approximately $900 was given to each associated center for the purchase of reference materials and microfiche readers. Mary Jo Bruett was hired as Referral Specialist. The project has not been in existence a sufficient length of time to allow evaluation.

Summary

The sixteen media centers developed in Iowa to administer ESEA Title II funds have been unique in many ways. With the administrative funds raised at the local level, the centers have had the freedom to set their own service priorities and follow their own administrative philosophies.

Through a series of meetings held throughout the state, center personnel have been encouraged to expand services and adopt new and more comprehensive objectives. Center personnel have sought answers to their administrative problems and shared their successes. Perhaps, most importantly, the meetings have served to revitalize the interest of the center personnel in the entire program and in their particular center. The statistics presented served to point out overall trends and policy adoptions. The unique aspect of each center was discussed.

Several efforts and projects that have been administratively attached to the centers were presented. The names of persons closely associated with each project were given to facilitate further investigation.

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Collections of Minutes

The following agencies maintain official minutes of all meetings. The records are on file at the Iowa Department of Public Instruction in the Grimes State Office Building, Des Moines, Iowa 50319.

Iowa Advisory Council and the Coordinating Committee for the Improvement of Education

Iowa ESEA Title II State Advisory Committee

Iowa ESEA Title II Sub-Agency Chairmen's Group

Iowa State Board of Public Instruction

APPENDIX I

A quotation concerning arguments against school reorganization that appeared in the biennial report of the Iowa State Superintendent of Public Instruction in 1901:

> 1. First, and in almost every instance, bad roads.
>
> 2. Fear that the expense will be greater than under the present system.
>
> 3. That the children are kept too long on the road and too long from home. It is said that children who live farthest from the central school would have to leave hom before daylight and would not return until after dark in the winter time. Mothers feared that children will suffer from these long rides.
>
> 4. Careless drivers may be employed who will not attend to the comfort of the children, and whose influence upon the children will not be good.
>
> 5. The people object to the removal of the little schoolhouse from the neighborhood, since it furnishes in many places, the only public meeting house. They say it will break up the Sunday school, the literary society and other neighborhood gatherings. There is a sentiment concerning the little school house that objection to its obliteration from rural life.
>
> 6. Many farmers think that the closing of the school near their farm and the location of a central school several miles away would greatly increase the value of real estate near the central school and reduce the value of the farms farthest removed from it.
>
> 7. In some places it is claimed it will take the older boys out of school earlier than if they could attend nearer home where they would have more time nights and mornings to help about the farm.
>
> 8. The objection is often made that the children are wanted at home before and after school to help "do chores," and that if they must start early for a distant school and return late they will not be able to render this assistance, and will miss learning much of the practical work of the farm which they should acquire when young.
>
> 9. That the evil influences will be much greater in the central school with its larger number of pupils of all ages and conditions, because they will not have the close supervision of the teacher which they received in the little district school.
>
> 10. That this centralization of schools will remove the school from the people and will be a step away from democracy toward paternalism.
>
> 11. That many teachers will be thrown out of employment. It is even suggested by some of the superintendents that some of the little district schools are kept in operation to furnish jobs for relatives and friends of the directors.

12. That the children receive less individual attention in the large school than they receive in the small district school, where the teacher has time to give private instruction to nearly every pupil.

13. That it is doubtful if the graded school is better than the ungraded school.

14. That the children must wear better clothes when they attend the large central school than they would have to wear in the little district, thus adding to the burdens of parents.

15. That there will be greater danger of spreading contagious diseases where all the children in a township are brought together.

16. That children will suffer from having to carry cold lunches to the central school.

Richard N. Smith, Development of the Iowa Department of Public Instruction 1900-1965 (Des Moines: State of Iowa, Department of Public Instruction, 1969), p. 106-107.

APPENDIX II

CONSOLIDATION OF SCHOOL DISTRICTS BY YEAR
1896 THROUGH 1925*

Year	No. of Cons.
1896	1
1901	1
1902	1
1903	1
1904	0
1905	1
1906	0
1907	2
1908	0
1909	1
1910	4
1911	3
1912	8
1913	14
1914	37
1915	55
1916	59
1917	29
1918	20
1919	53
1920	77
1921	15
1922	2
1923	2
1924	0
1925	0

*Calculated from: H. E. Stone, Consolidated Schools in Iowa (Des Moines: Department of Public Instruction, 1926), pp. 10-35.

Cited by Richard N. Smith, Development of the Iowa Department of Public Instruction 1900-1965 (Des Moines: State of Iowa, Department of Public Instruction, 1969), p. 108.

APPENDIX III

NUMBER OF SCHOOL DISTRICTS REMOVED FROM THE APPROVED LIST OF SCHOOLS 1958 THROUGH MAY 1962*

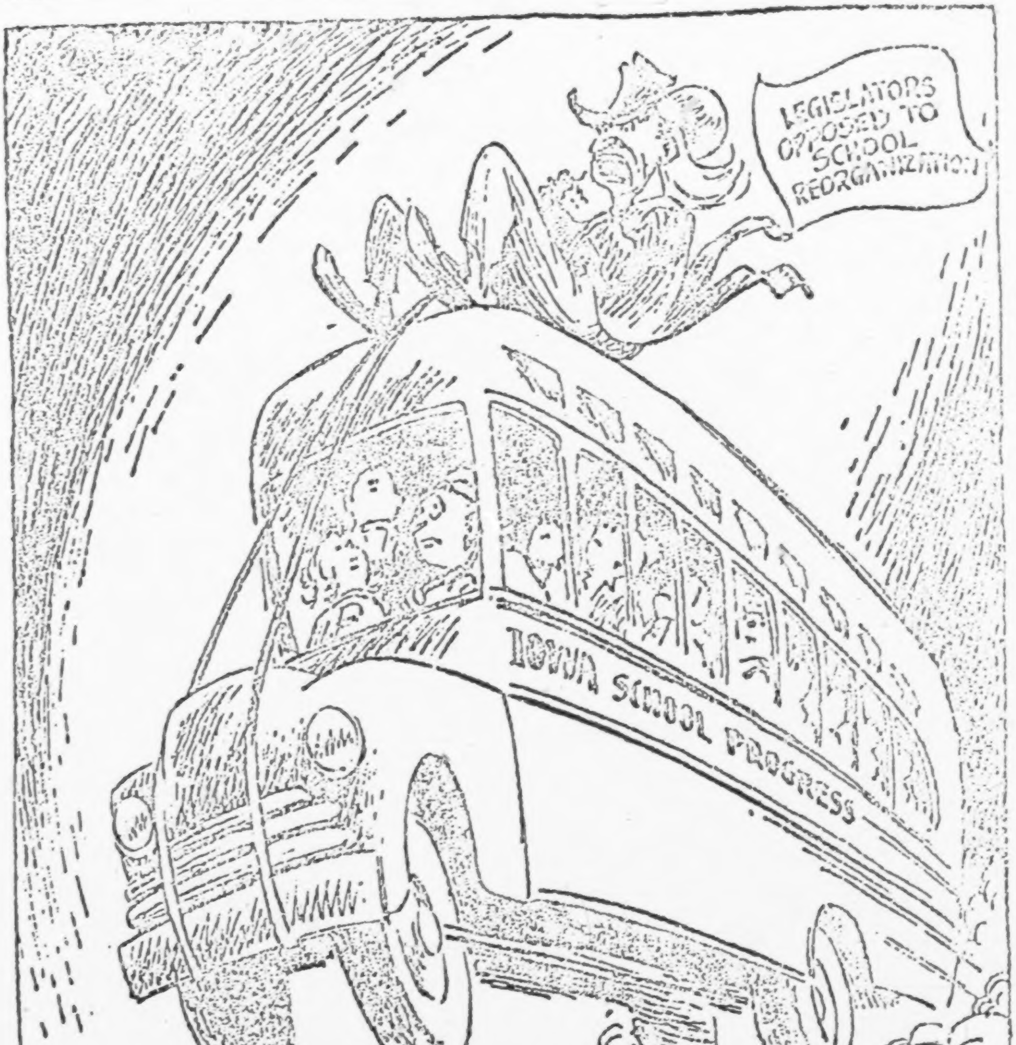
Year	Number of Districts Disapproved
1958	2
1959	44
1960	73
1961	7
1962 (May)	1

*Calculated from Report to State Board of Public Instruction (Des Moines: unpublished report in the files of the Department of Public Instruction, no date). (Duplicated.)

Richard N. Smith, Development of the Iowa Department of Public Instruction 1900-1965 (Des Moines: State of Iowa, Department of Public Instruction, 1969), p. 117.

APPENDIX IV

"WHOA!"


LEGISLATORS OPPOSED TO SCHOOL REORGANIZATION
IOWA SCHOOL PROGRESS
FRANK MILLER

Des Moines Register, February 8, 1961, Frank Miller, Cartoonist

APPENDIX V

Effective Intermediate Units in Iowa Project

The Steering Committee

Chairman: Mr. Dwight A. Erickson, Warren County Superintendent of Schools

Vice Chairman: Mr. Ralph H. Jorgenson, Superintendent of the Ankeny Community Schools (replaced by Melvid D. Anderson after Mr. Jorgenson resigned as superintendent of the Ankeny schools)

Secretary: Mr. Arthur C. Anderson, Director, Research and Publications, State Department of Public Instruction

Members:
- Dr. Imon Bartley, Associate Professor, Drake University
- Dr. H. C. DeKock, Associate Professor, State University of Iowa
- Dr. Virgil Lagomarcino, Professor, Iowa State University
- Dr. William H. Dreier, Associate Professor, Iowa State Teachers College
- Dr. J. C. Wright, Superintendent of Public Instruction
- Mr. Paul F. Johnston, Assistant Superintendent of Public Instruction

County Superintendents' Association Liason Committee

H. M. Granner, Calhoun County Superintendent
C. W. Hammand, Sac County Superintendent
Irving J. Hickman, Wapello County Superintendent
Vernon W. Kruse, Marshall County Superintendent
Thomas W. Moore, Union County Superintendent
Duane E. Lodge, Allamakee County Superintendent

H. C. DeKock and Virgil Lagomarcino, Report of the Iowa Research Committee for the Study of the Intermediate Unit of School Administration in Iowa (Des Moines: State of Iowa, Department of Public Instruction, 1960), p. 2 of Foreward.

APPENDIX VI

MATERIALS RELATING TO IOWA'S COUNTY SCHOOL GOVERNMENT

County Superintendents' Research Committee. "The Unmet Educational Needs in Iowa Schools as They Relate to Reorganization of School Districts and the Intermediate Unit", Members of the County Superintendents' Research Committee, (Mimeographed) January, 1957.

Gjerde, Waldemar. "A Study to Determine the Effectiveness of a Planned Film Program in Selected Counties in Iowa", (Unpublished Doctor's thesis, State University of Iowa, 1955).

Nelson, LeRoy. "The Administrative Activities and Practices of 20 Iowa County Superintendents", (Unpublished Doctor's thesis, State University of Iowa, 1954).

Samuelson, Agnes. "A Study of the County Superintendents and Superintendents of Public Instruction of Iowa", (Unpublished Master's thesis, State University of Iowa, 1928).

Sherman, Jay J. "The Office of the County Superintendent in Iowa", (Unpublished Master's thesis, State University of Iowa, 1922).

Truesdell, Dr. Wayne P. *A History of School Organization and Superintendence in Iowa*, (Unpublished Doctoral Dissertation, University of Iowa, 1965; Department of Public Instruction, IPSEDS Printout, 1965-6).

H. C. DeKock and Virgil Lagomarcino, *Report of the Iowa Research Committee for the Study of the Intermediate Unit of School Administration in Iowa* (Des Moines: State of Iowa, Department of Public Instruction, 1960), p. 17.

APPENDIX VII

A RANKING OF COUNTY SCHOOL SERVICES BY LOCAL SCHOOL DISTRICT SUPERINTENDENTS IN IOWA IN 1959

Figure 1. The order of importance of major services according to size of school.

Under 300	300 - 600	Over 600	Total
Special Educ.	Special Educ.	Special Educ.	Special Educ.
Instr. & Curric.	General Admin.	General Admin.	Instr. & Curric.
General Admin.	Instr. & Curric.	Instr. & Curric.	General Admin.
Health	Health	Health	Health
Consultative	Consultative	Consultative	Consultative
Bus. & Finance	Staff Personnel	Research & Stat.	Staff Personnel
Staff Personnel	Pupil Personnel	Staff Personnel	Research & Stat.
Pupil Personnel	Bus. & Finance	Bus. & Finance	Bus. & Finance
Research & Stat.	Research & Stat.	Pupil Personnel	Pupil Personnel
Public Relations	Adult Education	Public Relations	Public Relations
Adult Education	Public Relations	Adult Education	Adult Education

H. C. DeKock and Virgil Lagomarcino, Report of the Iowa Research Committee for the Study of the Intermediate Unit of School Administration in Iowa (Des Moines: State of Iowa, Department of Public Instruction, 1960), p. 43.

APPENDIX VIII

The Specific Recommendations of the Effective Intermediate Units in Iowa Project

1. A Commission of five members should be appointed by the State Board of Education to divide the state into a defensible number (from 25 to 35) intermediate units to become effective July 1, 1962, and which conform as nearly as possible to the following criteria:

   a. Minimum public school enrollment of 10,000

   b. Minimum of six and maximum of fifteen defensible local school districts

   c. A large (1600 to 4000 square mile) socio-economic or "tertiary" or multiple community area with a possible center in a small or large city. Said center to represent to a sizable extent a focal point of concentration of the main roads and highways; and be located not more than an approximate 40 miles radius from the outlying town or village centers.

   d. Minimum assessed valuation of taxable property of $90,000,000 and no less than $6,500 assessed valuation of taxable property per pupil.

   e. The boundaries of the intermediate unit should be drawn so that no local district will have territory in more than one intermediate unit.

2. The intermediate unit should have a board of education of five members. It should be the policy-making agency for the provision and administration of the entire intermediate program. This board to be broadly representative of the intermediate district, with one member to be elected from each of four areas as nearly as possible of equal size, and a fifth member to be elected at large from the entire intermediate unit area. All members to be elected by the vote of all of the electors of the unit. The qualifications, procedures for nomination and election, term of office, etc. should correspond to the general pattern now provided in Sections 273.4 through Sections 273.9 of the current Iowa statutes except for such adaptations as are needed to be appropriate for the intermediate rather than the county area.

3. The intermediate unit board should be required to appoint a well qualified superintendent. The superintendent should hold a permanent professional certificate with the highest administrative endorsement. This recommendation should not apply to persons now holding a permanent professional certificate with the superintendent's endorsement.

The intermediate unit superintendent should be the chief executive administrative officer and secretary of the intermediate unit. His duties should in general correspond to those enumerate in Section 273.18 of the current Iowa statutes appropriately adapted from the county to the enlarged intermediate unit with modification or deletion of the following subsections: seven (7), eleven (11), thirteen (13), twenty-nine (29), and thirty-one (31).

The intermediate superintendent should have the responsibility for nominating and the intermediate board for appointing staff members. The intermediate unit should be staffed with highly competent specialists in each particular area of service.

The salary for the superintendent should be determined by the intermediate board but it should be at least comparable to that paid to the local superintendent of the largest districts within the intermediate area.

The board of the intermediate unit should consider the task of attracting and holding the highest kind of educational leadership one of its most important responsibilities.

4. The board should have complete authority to adopt a budget and administer the funds made available by it subject to review only in accordance with the provisions of Iowa Budget Law and subsequent review by an independent postaudit.

   Fiscal control should be vested in the intermediate unit board of education. It should be held totally responsible as the representative of the people for the functions of the intermediate unit. Any structuring of finance control which permits the policy-making agency to abrogate its responsibility for the functions assumed by it is not acceptable.

5. The structure of the intermediate unit should be flexible. Certain types of changes in boundaries should be permitted. Efforts should be made to prevent intermediate unit boundaries from unduly restricting progress in local school district reorganization. If a local district reorganization involving territory in two or more existing intermediate units is effected, the boundaries of the intermediate units should be changed so that all of the territory of the newly reorganized local district lies in one intermediate unit.

6. The legal structure for the intermediate unit should be sufficiently flexible to permit cooperation among intermediate units to the extent of contractual between and relationships to provide the program of services desired.

Financing the Intermediate Unit.

1. The intermediate board should have authority to certify the funds required to finance its program to the county boards of supervisors of

the counties which have territory in the intermediate unit. This should result in a uniform property tax levy for the intermediate unit program within the entire intermediate unit area.

2. State support for intermediate units should be provided and this should be distributed on an equalization rather than a flat grant or general aid basis.

3. The intermediate unit should be permitted to execute contractual relationships with one or more local community school districts to facilitate the provision of services and/or resources which are needed for a temporary period only, and those which are not extended to all districts within the intermediate unit. Contractual relationships among and between adjacent intermediate units should also be permitted.

4. The intermediate unit should be permitted to finance the rental of buildings and such other expenditures for capital outlay as deemed necessary for the improvement of its services and functions.

Legislation for the Intermediate Unit.

Specific legislation should be enacted to authorize the formation and operation of an intermediate unit such as described in the Steering Committee recommendations I to V inclusive.

The Steering Committee endorses the recent plan developed by the county superintendents to have a committee of its members work with local school district administrators and representatives of the State Department of Public Instruction to develop a proposed bill for the reorganization of the Iowa County School System into an Intermediate Unit System. The Committee further recommends that as many of the recommendations of this report be incorporated into the proposed Bill as the Committee deems will contribute to the optimum rate of development and the strengthening of the intermediate unit for Iowa.

H. C. DeKock and Virgil Lagomarcino, Report of the Iowa Research Committee for the Study of the Intermediate Unit of School Administration in Iowa (Des Moines: State of Iowa, Department of Public Instruction, 1960), p. 85-88.

APPENDIX IX

HOUSE RESOLUTION 6

By Committee on Institutions of Higher Learning

House Resolution directing the department of public instruction to prepare a statewide plan for the development of public area community colleges and to study and make recommendations concerning high-school vocational and technical education programs.

Whereas, the Gibson report on the resources and needs for higher education in Iowa pointed out that public policy governing higher education in Iowa must recognize the educational and vocational aspirations of all persons who will need education beyond the high school; and

Whereas, such report states that less than one-tenth of college-age youth receive the bachelor's degree; and

Whereas, such report recommends that public area community colleges be authorized by the legislature and that the planning of such colleges be the responsibility of the state board and department of public instruction; and

Whereas, more than seventy percent of Iowa youth go to work with a high-school education or less, and there is need to examine the vocational and technical education programs at the high school level to determine whether they are adequate to meet the educational needs of workers who have to adjust to changing opportunities; now, therefore,

Be It Resolved by the House of Representatives, that the department of public instruction be directed to study and prepare a plan for a statewide system of public area community colleges, such plan to include all areas of the state and to take into consideration the program now offered by the existing junior colleges of the state.

Be It Further Resolved, that from the results of its findings from this study the department submit, by December 1, 1962, to the members of the General Assembly its recommendations, with proposed legislation to implement such recommendations and plan, such recommendations and plan to relate to, but not limited to, the following matters:

1. Criteria for establishment of such colleges;
2. Organization, legal control, supervision, and financial support of such colleges;
3. Regional location of such colleges;
4. Functions to be performed by such colleges in offering:
    a. the first two years of regular college work including preprofessional education,
    b. vocational and technical education,
    c. programs for in-service training and retraining of workers,
    d. guidance and counseling services to assist local students in planning their education and occupational careers, and

e. community services;

5. Relationships of such community colleges with other parts of the educational system in this state.

Be It Further Resolved, that as part of such study the department of public instruction shall study the availability of vocational and technical education in Iowa high schools, and from this study recommend to the General Assembly and local school authorities ways and means to provide the necessary vocational and technical training for Iowa youth and adults at this level of education, such study to be concerned primarily with the availability of and plans for vocational and technical education in the fields of trades and industry and business, both at the high-school level and the adult education level.

Laid over under Rule 25.

EXPLANATION

The Gibson Report, authorized by the study committee last session, was not received in full until the middle of this session. It points out the problems but does not specifically give us the answers that we can use and the bills to implement them at this session. This resolution directs the Department of Public Instruction to research this problem relating to vocational and terminal education and have the bills ready to be considered in the next session of the legislature. It also directs the department to examine the problem of vocational education in the high schools.

1248 JOURNAL OF THE HOUSE April 25, 1961

ADOPTION OF HOUSE RESOLUTION 6

Lisle of Page called up for consideration House Resolution 6, found on pages 1206 and 1207 of the House Journal, and moved its adoption.

The motion prevailed and the resolution was adopted.

Iowa State Department of Public Instruction, Education Beyond High-School Age--The Community College (Des Moines: State of Iowa, 1962), p. 114.

APPENDIX X

RECOMMENDATIONS FOR THE ESTABLISHMENT, CONTROL, OPERATION, AND FINANCING OF IOWA PUBLIC AREA COMMUNITY COLLEGES

Recommendation 1. The State of Iowa should provide a legal framework for the establishment of a statewide system of area-controlled public community colleges.

Recommendation 2. The State of Iowa should establish area education districts whose elected lay boards would replace existing county school boards and assume educational functions intermediate between the state and local school districts and, when authorized by vote of the people in such districts, would establish and operate public area community colleges.

Recommendation 3. The Iowa State Board of Public Instruction should be designated as the state agency responsible for the orderly development and supervision of public area community colleges.

Recommendation 4. The State Board of Public Instruction should be authorized to establish an Advisory Committee on Community College Education comprised of representatives of public and private two-year and four-year colleges and universities, such a committee to be concerned with problems of integrating community-college education with other aspects of higher education.

Recommendation 5. Before an election for the establishment of a public area community college may be held in any area education district, the proposition should have the prior approval of the State Board of Public Instruction based on the results of careful studies by the area education district which have preceded application for such approval.

Recommendation 6. Existing provisions of the Iowa Code relating to the establishment of community or junior colleges should be repealed; but approved institutions of this type in operation on the effective date of the legislation should be permitted to continue under the existing sections governing their control, supervision, and support.

Recommendation 7. Iowa public area community colleges should offer a comprehensive educational program for persons of post-high-school age but recognizing that there should be provision for high-school-age pupils who have educational needs which cannot otherwise be met.

Recommendation 8. The educational offerings of the Iowa public area community colleges should be concerned with programs terminating after two years of study or less, but some curricular offerings of a technical nature may require more than two years for completion.

Recommendation 9. The statewide system of public area community colleges should provide (within the system as a whole and to the greatest extent possible within each college) educational opportunities and services in each of the following areas; but not necessarily limited thereto:

a. The first two years of regular college work including preprofessional education
b. Vocational and technical education
c. Programs for in-service training and retraining of workers
d. Programs for high-school completion for students of post-high-school age
e. Student personnel services
f. Community services

Recommendation 10. Programs and services offered by individual Iowa public area community colleges should be determined by local surveys of the educational and service needs of the area education districts with consideration also given to the needs of the state and the nation.

Recommendation 11. Individuals residing in an area education district, which either does not operate a public area community college or does not offer in its college a program meeting their specific occupational goals, should be entitled to attend an area community college in another area education district of the state, in which case the sending district should be required to reimburse the receiving district for the actual per-student costs incurred by the receiving district in educating its resident students.

Recommendation 12. When a public area community college is operated by an area education district, such district should assume the responsibility for capital outlay; and the current operating expenditures of the college should be shared by the state and the district in proportions to be determined from time to time by the General Assembly and incorporated in the foundation program when adopted by legislative action.

Recommendation 13. The total cost to individuals attending public area community colleges should be kept at a level so as not to discourage students of low income families from attending.

Recommendation 14. In an area education district offering community college education, the administrative officer of the college should be designated as community college dean; and he should be responsible to the superintendent of the area education district.

Recommendation 15. Criteria for establishing area education districts should be the same as those criteria for adequacy of public area community colleges with consideration being given to the following items:

a. Recognition is taken of the cultural, social, and economic "community characteristics" existing in an area or region.
b. The capability of establishing a single administrative structure for its public area community college with its attendance center or centers located so as to be within one-hour's driving time of the majority of the students to be served.
c. A minimum area assessed taxable valuation of $150,000,000.
d. A minimum area high-school enrollment of 5,000 public, private, and parochial pupils in grades nine through twelve.

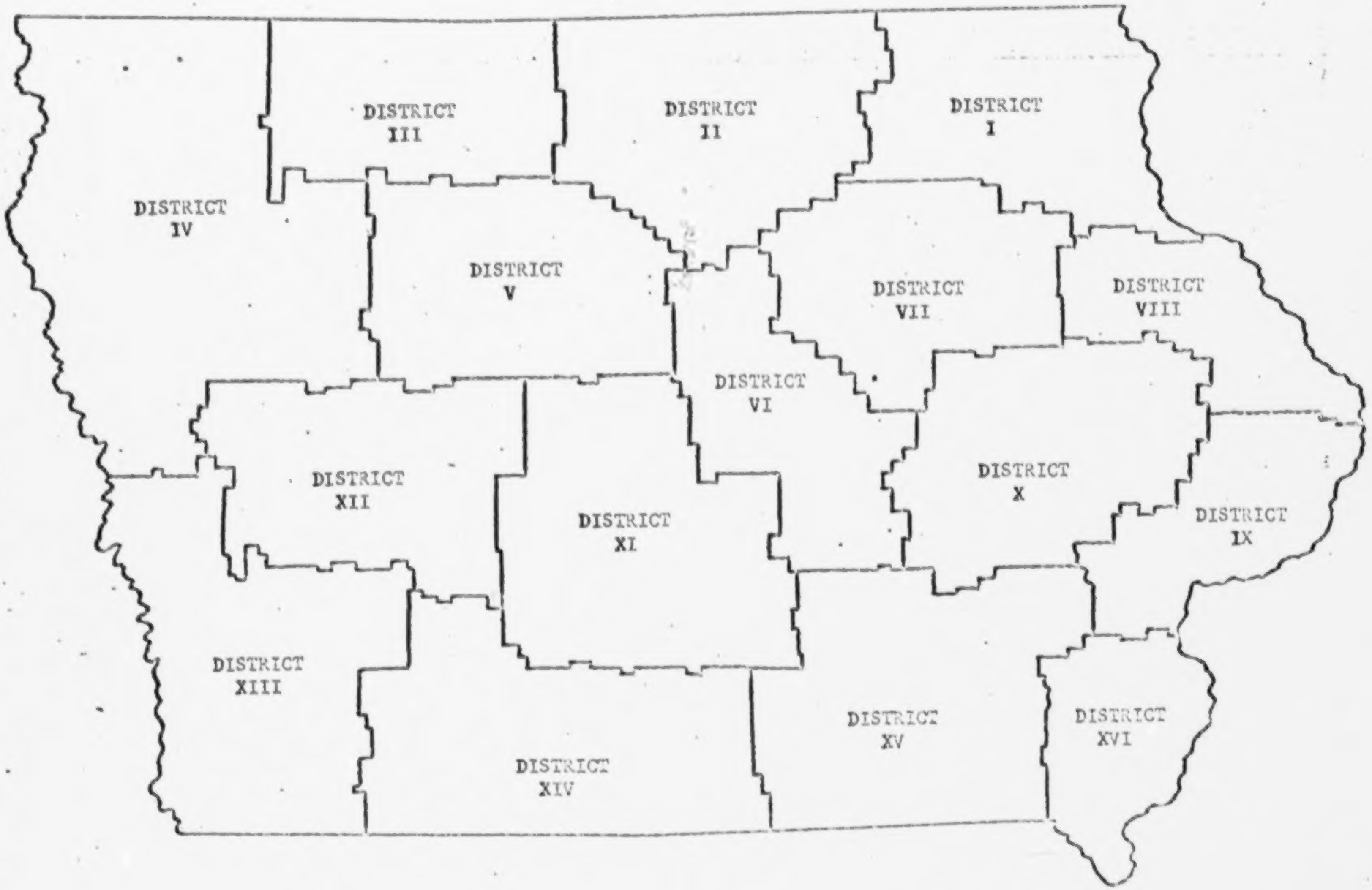
Recommendation 16. If a public area community college is established in an area education district in which an approved public community or junior college is operating, the local district operating such an institution should be reimbursed for the current value of its capital investment allocated to separate community college facilities provided said institution discontinues its operation; and the local district has no other local educational need for such facilities.

Recommendation 17. The area education district board should be required to employ an area superintendent who, in addition to having general administrative jurisdiction over the public area community college, should exercise educational and administrative leadership in providing cooperatively agreed upon services to local school systems located within the boundaries of the area district.

Iowa State Department of Public Instruction, Education Beyond High-School Age--The Community College (Des Moines: State of Iowa, 1962), pp. 7-8.

APPENDIX XI

PROPOSED SIXTEEN AREA EDUCATION DISTRICTS


DISTRICT I
DISTRICT II
DISTRICT III
DISTRICT IV
DISTRICT V
DISTRICT VI
DISTRICT VII
DISTRICT VIII
DISTRICT IX
DISTRICT X
DISTRICT XI
DISTRICT XII
DISTRICT XIII
DISTRICT XIV
DISTRICT XV
DISTRICT XVI

APPENDIX XII

GUIDELINES FOR IOWA'S VOCATIONAL SCHOOLS AND COMMUNITY COLLEGES

The major provisions for establishing a statewide pattern of area education districts are as follows:

1. Provides for, by concurrent action of the concerned county boards, the merger of total or partial county school systems into a new body politic as a school corporation for the specific purpose of operating an area vocational school or an area community college.
2. Designates to the State Board of Public Instruction the responsibility for receiving and approving, or rejecting, all proposals for such merger action so as to carry out the policy of the state that not more than 20 such areas, including all the territory of the state, be established for operating area vocational schools or area community colleges.
3. Sets forth the criteria by which a proposed merged area may formulate a plan for submission to the State Board.
4. Provides for the creation and election of a board of directors, elected from elector districts within the area, to administer the area vocational school or community college.
5. Authorizes the board of directors to levy a tax on the property of the merged area not to exceed three-quarters mill for operational costs. Also authorizes, by vote of the people, an additional "site levy tax" not to exceed three-quarters mill in any one year for the purchase of grounds, construction of buildings, purchase of and equipment for buildings, and the acquisition of libraries. Such a three-quarter mill levy cannot be authorized for a period to exceed five years without being revoted. The board of directors, when authorized by a vote of the people of the area, may also acquire sites and erect and equip buildings and may contract indebtedness and issue bonds to raise funds for such purposes.
6. Creates the payment, for residents of the state, of general school aid funds determined on the basis of $2.25 a day calculated on the average daily enrollment of full-time and full-time equivalent students.
7. Makes allowances for the charging of tuition and the acceptance of additional state and federal funds allocated for the construction or operation of area vocational schools or area community colleges.
8. Provides for the continued operation of existing community-junior colleges supported by the tax base of a single school district and also established an equitable means for the transfer, and reimbursement, for such facilities to the merged board of directors where such action is desired.

9. Creates the establishment and provisions for enforcement of approval standards for area community and junior colleges and area vocational schools.

10. Establishes a division of community and junior colleges within the State Department of Public Instruction and creates an advisory committee to the State Board of Public Instruction, parallel to the already established advisory committee on vocational education, for public and area community or junior colleges.

The finance pattern for these institutions incorporates the use of area, state, and federal funds, as well as student tuition. Three procedures for raising revenue are available to area boards of education:

- --They may levy a tax not to exceed three-quarters mill on the property of the area for operational costs without a referendum.
- --They may levy an additional three-quarters mill tax for site purchase and capital improvements upon a simple majority vote of the people for a period up to five years before revoting.
- --They may use the same bonding provisions as are available to local school districts in Iowa with a total indebtedness not to exceed five percent of the actual valuation of property of the area education district which may be retired at a levy not to exceed ten mills.

By paying $2.25 per day aid for full-time and full-time equivalent enrolled students who are carrying 12 or more semester hours of work, the state will carry a major portion of the financing. This will be calculated on the full 12-month operation which will be characteristic of the area schools. The state also may make the necessary specific appropriations for capital outlay. While an institution is permitted to charge tuition fees, the intent of the law is to keep such a source of revenue to a minimum.

David H. Bechtel, "Iowa's Pattern for Area Vocational and Community College Education," Journal on State School Systems Development, Vol. 1, No. 3 (Fall 1967), pp. 154-156.

APPENDIX XIII

TREND IN NUMBERS OF COUNTY SUPERINTENDENTS IN IOWA

Year	No. of County Superintendents
1957-8	99
1958-9	96
1961-2	93
1962-3	91
1963-4	85
1964-5	81
1965-6	77
1966-7	69

In 1966-7 Iowa will have the following combinations of counties, jointly employing a single superintendent but maintaining a separate board of education and separate tax rate in each county.

Single county units..........	49
Two county units.............	14*
Three county units...........	5
Four county units............	1
	69

*One two county unit, Scott and Muscatine, has been organized under the 1965 law and has but one board of education and a single tax rate for the two counties.

Iowa Association of School Administrators, Fifth Annual Report (Cedar Falls, Iowa: Iowa Association of School Administrators, 1966), p. 80.

APPENDIX XIV

AGES OF LOCAL AND COUNTY SUPERINTENDENTS*

Ages in Years	Percent of Superintendents in Each Age Group	
	Local District Supts. 1965-6	County Supts. 1965-6
30 or younger	0.5	none
31-36 years	8.3	none
37-45 years	37.2	6.5
46-50 years	13.5	9.1
51-60 years	27.3	33.7
Over 60 years	13.1	50.5
MEDIAN AGE	47 yrs.	61 yrs.
PERCENT		
Over 50 yrs.	40.4	83.2
Over 40 yrs.	20.9	2.6

*Source: Dr. Wayne P. Truesdell, A History of School Organization and Superintendence in Iowa, (Unpublished Doctoral Dissertation, University of Iowa, 1965; Department of Public Instruction, IPSEDS Printout, 1965-6.

Iowa Association of School Administrators, Fifth Annual Report (Cedar Falls, Iowa: Iowa Association of School Administrators, 1966), p. 56.

APPENDIX XV

ORIGINAL STATE TITLE II ADVISORY COMMITTEE
Appointed in 1966

Mr. Lee Cochran
Bureau of Audio-Visual Instruction
University of Iowa
Iowa City, Iowa

Mrs. Doris Fistler
Junior High Librarian
Grundy Center Community Schools
Grundy Center, Iowa

Mr. Harold Granner
County Superintendent of Schools
Pocahontas, Iowa

Father James Holden
609 High Street
Des Moines, Iowa

Earl Johnson
Audio-Visual Coordinator
Oskaloosa Community Schools
Oskaloosa, Iowa

Charles Joss, Superintendent
West Des Moines Public Schools
West Des Moines, Iowa

Miss Louise Messer, Librarian
Fairfield High School
Fairfield, Iowa

Mrs. Louane Newsome
Associate Professor, Library Education
University of Iowa
Iowa City, Iowa

Mr. LeRoy Simonson
Administrative Assistant
Fort Dodge Public Schools
Fort Dodge, Iowa

Later Appointments to the State Title II Advisory Committee

Clyde Greve
Head of the Department of Library Science
University of Northern Iowa
Cedar Falls, Iowa

Steven Knudsen
Head of the Media Resources Center
Iowa State University
Ames, Iowa

Cletus Koppen
County Superintendent of Dubuque County
Dubuque, Iowa

Sister Jane Hosch
Diocese Elementary Supervisor
Office of Education
Diocese of Sioux City
Sioux City, Iowa

Vance Stead
Superintendent of Schools
LeMars Community Schools
LeMars, Iowa

Forrest Brouhard
County Superintendent of Cass County
Atlantic, Iowa

Miss Christine Smith, Librarian
Tech High School
Des Moines, Iowa

APPENDIX XVI

POSITION PAPER

OF THE

Advisory Committee to the State Department
of Public Instruction for Title II of the Elementary-
Secondary Education Act of 1965 (Public Law #89-10)

The Advisory Committee to the State Department of Public Instruction for Title II of the Elementary-Secondary Education Act of 1965 (Public Law #89-10) at the meeting in Mason City, Iowa, decided to submit the following position paper.

Members of the State Advisory Committee, Title II-ESEA

November 19, 1968

Mr. Lee Cochran
Mrs. Doris Fistler
Mr. Harold Granner
Mr. Clyde Greve
Father James Holden
Mr. Earl Johnson
Miss Louise Messer
Mr. LeRoy Simonson
Mr. W. Vance Stead

It is acknowledged that the Iowa Plan for Title II-ESEA was organized for the improvement of instruction in the schools of Iowa. We, the State Advisory Committee, realize that during these first three years the program has been conducted somewhat on a trial and error basis by a dedicated group of educators. However, the "shakedown" period is over, and most of the sub-agencies are providing a real and meaningful service in their areas. We can see the results from the hard working staff of the sixteen centers, as well as strong leadership by the present staff of the Iowa Department of Public Instruction.

A new level of school organization which is oriented toward services is emerging in Iowa. The value of this type of organization will be determined directly by the services that it can perform to the local school district, the teacher, and the pupil.

The cost of good education is increasing, due mainly to increases in salaries granted to teachers. However, non-salary teaching costs are increasing quite rapidly and will become a greater portion of the cost of education in the future. Therefore, if a school service-oriented organization is developed in Iowa, it is extremely important that a careful analysis be made of the kinds and costs of services that are to be provided.

We, the State Advisory Committee, having met periodically with sub-agency chairmen and area center personnel for two years, having visited several of the area centers, and having made observations of the program, now wish to state our position relative to the future of ESEA, Title II in Iowa. We believe this is the proper time for the Committee to take initiative in providing advice to fulfill the purpose of our appointments.

This we believe and recommend to the State Superintendent of Public Instruction and his staff for consideration. We present the following items with the firm belief that the Iowa Title II Plan can become one of the outstanding programs in the nation. We further believe that as an Advisory Committee we have specific obligations to the children, teachers, and State Department of Public Instruction in Iowa.

Items of concern:

1. The evidence that Title II is supplanting rather than supplementing local effort.

2. The immediate need for a plan of action to be taken when federal funds for print and nonprint materials are no longer available.

3. The advisability of building large collections of printed materials in an area center that is relatively inaccessible to the students, who in the final analysis must be the recipient of the benefits of such materials.

4. The urgency that all regulatory aspects of the state plan be met by all centers.

5. The need for qualified personnel in the area centers, to insure maximum service to the teachers and children in each Title II area.

6. The cost of delivery of printed materials.

7. The need for effective distribution procedures that assure maximum accessibility of materials.

8. The limited potential of some areas.

9. The advisability of seeking state, area, county, or local appropriations to make needed improvement in existing programs.

10. The apparent lack of co-ordination among federal programs relating to elementary and secondary schools.

Recommendations of the State Advisory Committee:

1. After three years of Title II-ESEA, a hard and careful look at objectives and achievements must be made now. We therefore request that the Title II staff of the State Department of Public Instruction secure an impartial evaluation of the services rendered in each area, to determine if the needs of students and teachers are being met as outlined in the Elementary-Secondary Education Act and the Iowa State Plan for Title II. Reports of this evaluation should be made available to all members of the State Advisory Committee for study and reinforcement where advisable.

2. We recommend that the State Administrators of Title II do everything possible to remove obstacles in each area center of the nature that leads to a lack of selection and utilization of print and nonprint materials by children and teachers of that area.

3. We recommend that if a Title II Area Center is economically, geographically, and physically too small to accommodate and justify considerable amounts of monies to adequate educational services, the activities of this Center be assigned to successful neighboring centers.

4. We recommend that Title II funds be approved for the purchase of print and nonprint materials developed by teachers/project personnel from other Iowa Title II Area Centers.

5. We request that copies of all general correspondence sent to sub-agency chairmen be sent also to all Advisory Committee members so that they might be aware of the problems and solutions as well as instructions; that copies of DPI's pertinent memoranda and decisions dealing with Title II be made available to Advisory Committee members between regularly scheduled meetings.

6. We recommend that action be initiated which would allow outstanding media programs produced in Iowa's Area Centers to be made commercially available to educational organizations in other states.

7. We recommend that any or all State and Federal funding programs (i.e. Title II and III) be co-ordinated to achieve the overall objectives of our unique Iowa Plan. A minimum objective would be the exchange of minutes of meetings between the respective Advisory Committees. An example of the type of program that could be co-ordinated successfully is the Bradey University, Peoria, Illinois, 2500 Megalurist [sic] TV Network in Public Schools in Peoria Area (4 channel-TV low cast [sic] operating network).

8. We recommend that successful delivery systems to all schools in Iowa be incorporated as policy of each Area Center in Iowa.

THIS PAPER IS RESPECTFULLY SUBMITTED FOR THE PURPOSE OF IMPROVING THE EDUCATIONAL SERVICES OF THE AREA CENTERS TO THE CHILDREN AND TEACHERS OF IOWA.

APPENDIX XVII

From the minutes of the regular Delaware County Board of Education Meeting, Courthouse, Manchester, Iowa held on December 7, 1970

Motion made and seconded that the Delaware County Board of Education, Manchester, Iowa, make the following recommendations to all parties concerned as related to the Dubuque Title II Media Center:

1. That the State Board of Public Instruction and/or the State Advisory Committee make a decision as soon as possible on the future status of the Jackson County School System - this request is made in view of the July 1, 1970 action whereby Jackson County was attached to the Area 9 Vocational Technical School District and Delaware and Dubuque Counties were attached to Area I Vocational Technical School District.

2. That the Clayton County School System be placed in the Dubuque Title II Media Center service area by the State Board of Public Instruction. This recommendation is made becuase of the distance of most of the Clayton County Schools from Decorah, site of the Area I Title II Media Center.

3. The Delaware County Board of Education further recommends that the book and film delivery system now in use in Dubuque County School System be extended to include all participating local schools in counties outside of Dubuque County.

4. That all the participating counties school systems outside of Dubuque County, including Delaware County School System, as soon as it is financially possible, share in the cost of the administration and operation of the Title II Media Center, Dubuque, Iowa on a per pupil basis.

5. The Delaware County Board of Education further recommends that the State Board of Public Instruction and/or the State Advisory Committee lend adequate leadership to this problem in order to hasten the solution of the Title II Media Center problem in Dubuque.

Motion carried unanimously.

Signed ______________________________
Donald B. Potter
County Supt. of Schools

December 17, 1970
Delaware County
Manchester, Iowa 52057

APPENDIX XVIII

January 13, 1971

Dr. Paul Johnston
State Superintendent
Department of Public Instruction
Grimes State Office Building
Des Moines, Iowa 50319

Dear Dr. Johnston:

At the meeting of Area 8 Superintendents yesterday, the following motion was adopted:

> "that Area 8 be disbanded effective July 1, 1971 and that Delaware, Dubuque Counties go to Area I and Jackson County go to Area 9 for Title II and all other services these areas provide."

This motion carried unanimously of the member schools present. In addition, I was instructed, as secretary of this group, to inform you of the action that was taken.

We hope that you and the state board will be able to favorably act upon this request at your next board meeting.

Thank you for your consideration of this request.

Sincerely,

James R. Gran
Secretary
Area 8 Superintendents

JRG:ets

APPENDIX XIX

Mr. Paul Spurlock
Department of Public Instruction
Des Moines, Iowa

February 3, 1971

Dear Mr. Spurlock:

Dr. Jerry Stout and I agree that if Jackson County wishes to become a part of the Area IX Instructional Materials Center and is willing to pay their fair share of the operations, we will serve them in the same manner we do the present schools. We do want to have the approval of Area VIII and its administration.

We feel that some type of arrangement be made by the State Department of Public Instruction to allow a fair amount of materials to be transferred from Area VIII to Area IX based on the allotted monies going to Area VIII because of Jackson County students.

Area IX will cooperate in every effort to make this a successful change.

Yours truly,

John T. Haack
Director

APPENDIX XX

RESOLUTION

WHEREAS, the Iowa Guidelines for the ESEA Title II program call for an expenditure of not more than 75% of the monies for non-print materials, and

WHEREAS, we disagree completely with the concept of having books in a regional depository because of inaccessability, high storage costs, high delivery costs, and

WHEREAS, far more use would be made of a smaller number of books, appropriately selected and permanently placed in each local schools, and

WHEREAS, the State Guidelines for ESEA Title II are now being rewritten, and

WHEREAS, a new State Superintendent of Schools will soon be selected.

THEREFORE, be it resolved by the Area V Superintendents, meeting in Fort Dodge, Iowa, this 11th day of February, 1971, that this body go on record as strongly supporting a change in the Iowa Guidelines for Title II to the effect that 100% of the monies received for fiscal 1972 and succeeding years may, at the option of the Sub-Agency Chairman and his advisory committees, be expended for either print or non-print materials, or a combination thereof.

IT IS FURTHER RESOLVED that this body strongly support the entering in the Title II Plan a provision whereby the present stocks of library books now found in the Title II centers throughout Iowa may, at the option of the Sub-Agency Chairman and his advisory committees, be disseminated to the local schools of the respective areas on some equitable basis.

IT IS FURTHER RESOLVED that copies of this resolution be sent to the State Superintendent of Public Instruction, the President of the State Board of Public Instruction, and the State Director of the ESEA Title II Program.

Respectfully submitted.

Byron D. Hofmeister
President, Area V Superintendents

L. L. Thompson
Secretary, Area V Superintendents

Note: This resolution was passed by a 98 % majority of the 50 Superitendents attending.

APPENDIX XXI

Center Responses to Questionnaire - Fall 1966

In the fall of 1966, a questionnaire was sent by representatives of Iowa's Media Specialist groups to the sixteen newly created centers. The following is an exact reproduction of the responses to question #16. It is taken from a mimeographed compilation of the answers to all sixteen questions.

16. Has your opinion changed regarding the workability of the guidelines since the inception of the program? If so, how?

Only 1 did not answer

First, may I observe that I feel you are premature in your questionnaire. Why not wait until we have been able to get into full operation? At this time, I think it would have been much more feasible if the entire area allotment could have been spent on an audio-visual library. This was a typical federal program that was rushed through in too short a time. At present we do not know exactly what distribution system will be used for the library books. If the program continues for the projected five year span, I hope for a weekly delivery service by truck or van. We do not anticipate being ready for film distribution before Nov. 1 and library book distribution before February 15 at the earliest. Why not resubmit your survey about June 1968?

Yes - I feel the library books should be in the individual schools. I think it would have been more practical if each school had been given an allocation for the purchase of books. Each school should select its own books. I feel the guidelines for the audio-visual aids are very satisfactory.

We haven't received our books yet, but I am still dubious as to how much they will be used. We would rather use the money for films, records, tapes, models, pictures, etc. to be circulated and let local schools provide their own libraries. On the whole, our public schools have good libraries. On the other hand, libraries in some non-public schools are pitiful. I'm strongly in favor of one distribution center, headed by a professional person, with an adequate staff. I would favor distribution by delivery trucks calling at all schools twice each week on an established schedule.

No. I have always felt the films should be in regional depository but that books should be in the schools and local libraries immediately available to children and teachers unless a weekly delivery system could be organized. (Note - Our first allotment was so small ($32,000) that we had to improvise. After our second allotment becomes available we hope to do better.)

I don't believe it is fair to say my opinion has changed one way or the other until we have a chance to see it this can work--we have to try a thing before we can evaluate it, or change opinions of it, or criticize it!

In my opinion, the workability is dependent only on the attitude of the local school administrators and teachers. Had there been other than local funds available for administration, I am sure the materials would have been processed for use at an earlier date. Likewise, it would have been easier to convince a board of the need for additional professional staff for operating a good materials center.

It is a little premature to present any extensive opinions as to the workability of the guidelines of the Title II program. I do see some inequities at the present time. I personally feel more co-operation between Title I and Title II officials should have been in evidence. There are many areas where schools received little or no equipment (audio-visual, etc.) to make use of Title II material. Also, being somewhat familiar with the ramifications of Title II of the ESEA and the national desire to establish libraries or IMC's within the individual schools, I feel that certain of the guidelines are defeating this purpose. To have to circulate collections to the various schools rather than leaving the books in the schools permanently seems somewhat redundant. Despite these problems I feel local initiative and creativity will make or break the Title II programs.

Need a higher per-centage of supplemental listings so publishers can meet order. Need to look at local expenditure - should possible allow for personal and equipment. Could use more and better leadership at the state level in assisting in the development of these programs.

Our Audio-Visual Committee plans to meet on October 13. Our Library Committee will meet on October 26. This is going to give us considerable more time for evaluation of books and audio-visual materials than we had in April of 1966. As I have indicated, we have not received our books from A. C. McClurg and Company. The entire order was placed with them. I am concerned about the ability of companies to deliver books. It would seem to me, as more orders are received, they will continue to become farther behind in their deliveries. For this reason, I would like to see the guide lines changed, permitting us to spend 75 percent of our appropriation for audio-visual aids and 25 percent for books. We have been more successful in receiving our audio-visual materials. Our handicap has been the lack of films to deliver, shipping containers, and filing equipment to keep records of the material in the Resource Center. It seems to me it will take a larger part of this school year to secure our materials and to get organized to give service to our schools. I do believe that, in the end, the resource centers will prove to be a valuable educational asset for our schools.

Too soon to even speculate. The program is developing rapidly. I will be willing to comment more later.

I feel that the guidelines are entirely out of order. It would be much better if allocations were made to the individual schools to use as they see fit.

We agree with the guidelines

It is possible to work this out for everything but the center. We need to own a building for this purpose and employ a regular staff.

APPENDIX XXII

IOWA ASSOCIATION OF SCHOOL LIBRARIANS

October 21, 1966

RESOLUTION

Because the Iowa Association of School Librarians believes that the Iowa plan for distribution of money under Title II, Elementary and Secondary Education Act, does not meet with the intent of the federal guidelines to make monies available to the individual school districts for the development of school libraries;

BE IT RESOLVED that a committee of this association, working with other professional associations, develop a program to inform Iowa legislators of the specific items in the plan which are unrealistic, impractical and inconsistent with school library objectives, and which in no manner further the purpose of the federal guidelines which is to make money available to the local school district for school library resources, book and non-book;

BE IT FURTHER RESOLVED that this committee work with legislators to outline a bill to submit to the Iowa Legislature in January, 1967, to instruct the Board of Public Instruction through the Department of Public Instruction to review Title II guidelines and to submit to the U. S. Office of Education changes whereby Title II money will be allotted to the individual school districts;

BE IT FURTHER RESOLVED that support and assistance in this matter be sought from the Audio-Visual Education Association of Iowa, Iowa State Education Association, Department of Classroom Teachers, Association of School Administrators, Association for Supervision and Curriculum Development, and other concerned professional associations.

APPENDIX XXIII

IOWA PLAN, E.S.E.A., TITLE II

The librarians and the audio-visual specialists in Iowa object to the present guidelines for Title II, Elementary and Secondary Education Act. The Iowa Association of School Librarians recently gave unanimous approval to a resolution which expressed the Association's disapproval of the present plan. As a result of this resolution, a committee of the Association was instructed to do everything possible to obtain changes in the guidelines so that the monies would be allotted to the individual school districts.

The specific objections to the present plan are:

1. Teachers and administrators realize the importance of using many different materials in teaching. They also realize that such materials must be easily accessible in the school. The purpose of the federal program under Title II, E.S.E.A., seems to be to make more and varied materials available to children and teachers. This cannot be accomplished through the regional center.

2. The beginning materials collections in schools are and should be similar. These essential materials can only be used when they are situated near the students so that when a question arises in class or a student wants information on a specific topic, he is able to find it at the time rather than several months later. The materials purchased for most of these centers have been those beginning materials which should be in every school. The selection committees did not know what was in the schools in their district.

3. Unfortunately many schools in Iowa do not have these basic materials and are only now beginning to develop such collections. They could use funds from this act to establish a basic collection more rapidly. Those schools which have shown local initiative in the past and have established libraries may find that the regional centers are not able to provide materials which they do not already have. This duplication of existing titles presently in the schools is unnecessary.

4. Purchasing for the centers involves ordering many duplicates of individual titles. This is wasteful and unnecessary.

5. The selection of all materials should be based upon, among other things, the knowledge of the students in a particular school; their reading abilities; their subject interests; their specific needs. The materials for the centers were not selected after consideration of this criterion, and they can not be under the present plan.

Books are used again and again during every school year. Students return to read old favorites; they indicate to fellow students their delightful experiences in reading, interesting friends in certain books. Filmstrips, records, and other audio-visual materials are used in a similar manner. Of all the materials which could be purchased under Title II, films lend themselves to regional purchase and use. The librarians support the stand of the Audio-Visual Education Association of Iowa that films should remain in the centers.

The regional concept of media centers has some advantages, but not as a substitute for a school library. Adequate libraries in every school which meet standards, a thorough knowledge of existing resources, and more cooperative and centralized activities within each area must precede the establishment of the regional media centers. Ideally, the more expensive, less-used specialized materials, the specialized consultative services and activities, and in-service education activities are examples of when the intermediate unit may be able to provide otherwise unaccessible materials and services to the individual school district. The use of both Titles I and II funds in the local school districts can do very much to enrich the educational experiences of the students in Iowa.

Drafted by Elizabeth Martin
Dept. of Library Science
State College of Iowa
Cedar Falls, Iowa
November 1, 1966

APPENDIX XXIV

REPORT OF MEETING WITH STATE DEPARTMENT OF PUBLIC INSTRUCTION
Des Moines, December 7, 1966

On Monday, December 5, Mr. Clifton Kessler called a meeting for 10:00 a.m. on December 7 in Des Moines of the representatives of the professional education associations objecting to Title II, E.S.E.A. Mrs. Jan Cureton and Mr. David Little represented the Audio-Visual Education Association of Iowa and Miss Elizabeth Martin and Mr. Robert Foley represented the Iowa Association of School Librarians. We met with the following members of the State Department of Public Instruction: Miss Jewell, Mr. Kessler, Mr. Osborn, Mr. Edgar, Mr. Jensen, and Mr. Baley.

Mr. Edgar requested that we state our objections to the Iowa guidelines for Title II. They are:

1. The State Department of Public Instruction, while ostensibly encouraging the development of school libraries, is using the money from Title II for what is presently a diametrically opposed concept. The present guidelines establish regional libraries which are not and cannot be considered school libraries.

2. The guidelines state that all materials should be "supplemental", but no clear definition of supplemental is provided. Reports from the regional selection committees indicate that most of the books order last spring were those which are considered as beginning titles essential to the individual schools' centralized library.

3. No guidelines are provided to guide the area selection committees in drafting a written selection policy which is essential to any library--regional or local. No requirement is made that such a policy, when and if devised, be submitted to the State Department of Public Instruction for approval.

4. No guidelines or procedures are provided for determining specific needs of a school or region. The survey of existing material, conducted in the spring of 1966, indicated only the number of printed and non-printed materials within a school, with no provision for determining the quality or relevance of the material to the instructional program they were intended to support.

5. No guidelines were offered to facilitate the distribution of materials to the schools within an area. No provision or support is available for effective and efficient administration of the area centers or for distribution of materials. This circumvents the stated objectives of the plan - to make materials available to the maximum number of students and teachers.

6. Every teacher wants to see the materials which he expects to use or which his students find useful. The materials kept in the county superintendents' offices in the past were not used partly because teachers had no part in the selection and had no opportunity to pick the books for their classrooms. Unless there are some startling changes, teachers will not have an opportunity to select what they need and want from the regional centers.

7. Random routing of the books to schools may guarantee that the books leave the center, but the materials may not be used if the teacher cannot or does not want to use them. A child may have used and like a specific book, but it may be a book which had to be returned to the center or sent to another school. A child's interest in that book or any book may have been quenched.

8. Neither at the present time nor in the foreseeable future does it appear likely that there will be sufficient funds for specialized personnel or staff even if there was a sufficient number of qualified, experienced individuals available.

9. All states except Iowa allotted Title II funds to individual school districts. This plan is unique, but it is not the best. Many of the other states have had their materials in use this school year and in some instances last spring. Several states are now or have already evaluated their program, made changes when necessary, and have started preliminary plans for the second year of operation. Iowa will not be able to evaluate completely its first year in this program for many months, possibly not before the money for the second year is already encumbered.

10. More specifically, the librarians object to the manner in which materials were selected last spring, the sources used in some districts for ordering (selection was not carried on), the routines of acquisition, processing, etc.

The advantages in allotting funds to the individual school districts are:

1. Selection would be for a specific student body; to satisfy their needs and interests.

2. Teachers and librarians could select materials after considering materials now in their schools and the needs of their school.

3. The materials would be available when needed rather than waiting for a new group to arrive from the center.

4. Individual school districts would have additional funds to use in developing a more adequate materials collection.

5. The objectives of school libraries as set forth in the American Library Association's Standards for School Library Programs would be advanced.

6. Staffing, maintenance and transportation problems under the regional concept would not hamper the use of materials in the schools. These are activities which the local school districts are now performing.

Having stated their objections to the present Iowa guidelines to Title II, E.S.E.A., the Committee asked members of the State Department of Public Instruction present the following questions:

1. How was the Iowa Title II plan determined?
   Answer: NO ANSWER

2. Who wrote the plan?
   Answer: MR. OSBORN

3. How was he or they qualified in curriculum, media and library?
   Answer: NO EXPERIENCE IN MEDIA OR LIBRARY.

4. What groups of specialists were consulted in the development of the plan and at what stage of the plan were they consulted?

   Answer: MR. KESSLER AND MISS BUCKINGHAM, BOTH OF THE STATE DEPARTMENT OF PUBLIC INSTRUCTION, WERE ASKED TO EXAMINE THE PLAN AFTER THE FIRST DRAFT WAS WRITTEN. NO OTHER SCHOOL ADMINISTRATORS, LIBRARIANS, OR MEDIA SPECIALISTS WERE CONSULTED.

5. Was any study made of other state plans for use of Title II funds?
   Answer: NO

6. What did the survey made in early 1966 indicate as to state library and audio-visual needs?

   Answer: IT WAS ADMITTED THAT THIS WAS MERELY A STATISTICAL SUMMARY AND DID NOT REVEAL THE QUALITATIVE AND QUANTITATIVE NEEDS.

7. How were the results used in preparation of the guidelines?

   Answer: THE SURVEY WAS COMPLETED AFTER THE GUIDELINES WERE APPROVED. IT WAS AVAILABLE BUT OF LITTLE OR NOT USE TO THE AREA SELECTION COMMITTEE.

8. According to a recent survey made by the Iowa Association of School Librarians, there is a wide disparity in selection policies and procedures in the sixteen areas. The amended guidelines state, "A written policy governing the selection and evaluation of school library resources must be submitted." What is meant by a written selection policy? Were such policies submitted?

   Answer: TO THE BEST KNOWLEDGE OF THE MEMBERS OF THE DEPARTMENT PRESENT, NO FORMAL SELECTION POLICY HAS BEEN ADOPTED IN ANY AREA, AND NO GUIDELINES FOR SUCH A POLICY HAVE BEEN DRAFTED BY THE STATE DEPARTMENT OF PUBLIC INSTRUCTION.

9. How can one justify spending approximately two and one-half million dollars without a written policy for selection and prior evaluation of existing library resources in all areas?
   Answer: NO ANSWER

10. To what extent have the areas been encouraged to use Title III in connection with Title II to house and administer the Title II program? Has any correlation been encouraged between Titles I and II? Or with Titles II and V?

Answer: APPARENTLY NO CONSIDERATION WAS GIVEN TO SUCH CORRELATION OF PROGRAMS DESPITE THE FACT THAT THE U. S. OFFICE OF EDUCATION HAS STRONGLY RECOMMENDED SUCH CORRELATION.

11. What kind of advisory and financial assistance has been provided from the State Department of Public Instruction to the persons actually involved in the establishment and operation of the area centers?
Answer: NONE

12. What are your future plans in this area?
Answer: NONE AT THE PRESENT TIME.

13. Who is on the State Advisory Committee for Title II?
Answer: LEE COCHRAN, DIRECTOR OF AUDIO-VISUAL CENTER, UNIVERSITY OF IOWA; MRS. DORIS FISTLER, JUNIOR HIGH LIBRARIAN, GRUNDY CENTER; HAROLD GRANNER, COUNTY SUPERINTENDENT OF SCHOOLS, POCAHONTAS; FATHER JAMES HOLDEN, DES MOINES; EARL JOHNSON, AUDIO-VISUAL COORDINATOR, OSKALOOSA COMMUNITY SCHOOLS; CHARLES JOSS, SUPERINTENDENT, WEST DES MOINES; MISS LOUISE MESSER, HIGH SCHOOL LIBRARIAN, FAIRFIELD; MRS. LOUANE NEWSOME, SCHOOL OF LIBRARY SCIENCE, UNIVERSITY OF IOWA; LEROY SIMONSON, ADMINISTRATIVE ASSISTANT, FORT DODGE PUBLIC SCHOOLS.

Comment: Mr. Edgar asked whether the representatives of IASL and AVEAI felt that the members names were qualified to serve as an advisory committee. The group stated unanimously that all persons named are highly qualified to serve in an advisory capacity.

14. Was the Advisory Committee per se, or any of its members, consulted before the formation of the plan?
Answer: NO. THE COMMITTEE WAS NOT APPOINTED UNTIL AFTER THE PLAN WAS APPROVED.

15. How often have they met since the committee was formed?
Answer: ONCE. IN JUNE, 1966.

16. Do they have a regular schedule for meetings?
Answer: NO. THEY ARE CALLED TO MEET UPON THE DECISION OF MR. KESSLER.

Comment: It was reported that one member of the committee had asked to be released because he did not want his name connected with a group which did not meet and apparently had no function. This same person indicated that he felt Title II had great potential but that considerable thought and study of present and proposed programs would have to be made in order to provide adequate implementation.

17. Was the Advisory Committee involved in the revision of the guidelines for 1966-67?
Answer: SOME OF THE RECOMMENDATIONS MADE BY THE GROUP WERE INCORPORATED INTO THIS YEAR'S AMENDED GUIDELINES.

Comment: It was indicated that one member of the Advisory Committee reported that there had been objections voiced concerning Title II by members of that committee.

18. When will this Advisory Committee meet again?
Answer: MR. KESSLER STATED TENTATIVE PLANS HAVE BEEN MADE FOR A JANUARY MEETING BUT NO ONE HAS YET BEEN NOTIFIED.

Comment: It was the recommendation of the committee, Mr. Edgar and Mr. Baley that this advisory committee should be actively involved in determining procedures for the implementation of Title II funds, and that they have meetings and communication much more frequently.

19. Have any pilot projects been established to determine what structure will work most successfully?
Answer: NO.

20. If not, why?
Answer: NO ANSWER.

Comment: Such action was urged both on a regional and individual school basis to determine which would be more effective.

21. How is the present Iowa Title II plan justified in light of the proposed North Central Junior High School Standards and the desire of the State Department of Public Instruction for elementary library standards?
Answer: NOT RESOLVED.

22. Five percent of the total Title II allotment to Iowa was allocated to the State Department of Public Instruction for administration of the program. How is this sum being used?
Answer: FOR SALARIES, TRAVEL AND OTHER ACTIVITIES.

23. Has any evaluation been made of the Iowa Title II program?
Answer: NO.

24. Why not? Many other states are in a position to make at least a preliminary evaluation.
Answer: IT IS TOO EARLY TO EVALUATE THE IOWA PLAN.

Comment: The Committee felt that the mere fact that it is too early for a formal evaluation of the Iowa program is in itself a qualitative negative evaluation of the program, since other states ARE in a position to reach value judgments concerning the effectiveness of their guidelines. The members of the State Department of Public Instruction stated that as of the present, no formal evaluation has been worked out, and none can be carried out until probably next fall. Mr. Baley felt that informal evaluation could surely be made by regional consultants and promised he would make certain this would be done. The Committee concurred with Mr. Baley and recommended that any evaluation include the reaction of teachers as well as area administrators.

25. Opposition to the present Title II guidelines has been expressed by the Iowa Association of School Librarians who have in turn been supported by a membership vote of the Audio-Visual Education Association of Iowa, Association for Supervision and Curriculum Development, the Association of Elementary Principals, and the Association of Secondary Principals. In light of this opposition, does the State Department of Public Instruction plan to continue with the present guidelines?
Answer: NO CHANGES ARE CONTEMPLATED.

26. Are hearings or work sessions on Title II scheduled to be held at each of the sixteen areas?
Answer: MR. KESSLER INFORMED THE GROUP THAT THE TITLE II STAFF WOULD NOW HAVE MORE TIME TO VISIT THE AREA CENTERS.

27. Is there any plan by the Department for long range development of school libraries or instructional material centers throughout the state?
Answer: NONE INDICATED BY PRESENT OR PROPOSED STANDARDS.

28. Could a school district in a county which has decided not to participate in the plan ask for their share of the money?
Answer: NO. THEY ARE STILL ENTITLED TO USE THE MATERIALS.

In retrospect this Committee had several questions which were an outgrowth of the meeting. They were: Why did other states seemingly have their plans in operation before Iowa? Why has this plan not brought to the attention of specialists in the state in the area of libraries and media for assistance in drafting the state plan or at least for advice on the administrative problems which would be encountered, such as necessary staff, processing, distribution, etc. The Committee expressed serious doubts that this plan will really make more material available to more students.

In conclusion, Mr. Baley stated that the areas would be receiving more advisory assistance and that the Advisory Committee to Title II would be assembled soon and frequently. Mr. Osborn stated his opinion that the basic plan for Title II would probably not be changed. If this must be the case, our Committee strongly recommended that the State Department of Public Instruction give financial assistance and a considerable amount of consultative aid to assure that the regional media centers become as effective as possible under the circumstances. Without such assistance these centers will become merely depositories of infrequently-used material.

The IASL and AVEAI, through their representatives on this committee, do not oppose a regional concept of a materials center. However, all existing and pending standards, regional and national (including the Iowa Title II guidelines), emphatically state that such centers should supplement an adequate library in each school. In Iowa very few school on the secondary level have libraries which meet national and regional standards, and elementary libraries exist in only a few schools.

APPENDIX XXV

Discussion Topics for the Decorah Meeting

September 24, 1968

Topics which we are recommending for discussion are as follows:

1. In excess of 40 per cent of Iowa's Title II funds have been expended for the acquisition of 16 mm motion picture films, and a good share of the administrative expense incurred in the centers derives from this single category of materials. Aside from any consideration of the merit of the 16 mm film as a learning resource, it would seem unlikely that this could hardly be a true reflection of the relative need for that medium in the schools of Iowa. Would you agree with this statement?

2. Almost all of the books in the regional centers are basic school library resources. The fact that selection committees chose to purchase this type of print materials is an indication that there is a great need for it in the schools. Yet, there is little prospect that the quantities of such materials required to satisfy the need could be economically supplied on a circulating basis from a regional center. Do you feel that the right type of materials is being selected for the regional media centers?

3. The circulation policies in most of the centers require the periodic return of all books to the center. This requires that duplicate storage facilities be available in the area center and in the attendance centers it serves. Since most of the books are basic in nature, the need for such circulation and the concomitant expense in storage and transportation seems questionable. Does this appear to be a problem in your regional center?

4. The sentiment expressed by staff members in the larger centers that their book collections are approaching what they consider an optimum or maximum size bears no relationship to the need for books in the elementary and secondary schools in the State; rather it is derived from their conception of what is feasible in view of the potential resources for storage, circulation, etc. For example, if a center serves one hundred schools, a collection of 60,000 volumes, even if they were always in use, would provide only an average of 600 books per school--less than ten per cent of the number of books that should be in the smallest school library, according to the 1960 ALA standards. Another indication of this is in the frequently used quota allowing less than one volume per student to be checked out from the center by a school--

again less than ten per cent of the ALA recommendation of ten books per pupil in schools with 600 or more pupils. Is this an adequate number of volumes to supplement the needs of a local school?

5. It is generally agreed among educators that one of the most important aspects of school media service is the provision of a centralized school library in the school building. In 1965-66 a survey indicated that over 50 per cent of the attendance centers in Iowa (68 per cent of the elementary schools and 22 per cent of the secondary schools) lacked such a facility. This suggests that some major effort at the State level should be designed to remedy the situation and raises the question of whether a due proportion of the resources available to Iowa is being devoted to it. What can we, as regional media centers, do to improve this situation?

6. Another area, encompassing more than the Title II program, but vital to it, which we feel deserves some attention is the proliferation of 16 mm film centers in the State. There seems some doubt about the need for sixteen Title II film libraries. If one adds to these sixteen film libraries, the large film rental libraries run by the State universities and the many film libraries operated by county boards of education and local boards of education, he begins to suspect that some sort of consolidation might be indicated both by the problems such proliferation presents the teacher in ordering films and by the expense involved in the administration and operation of so many film libraries. Is this a problem we need to pursue?